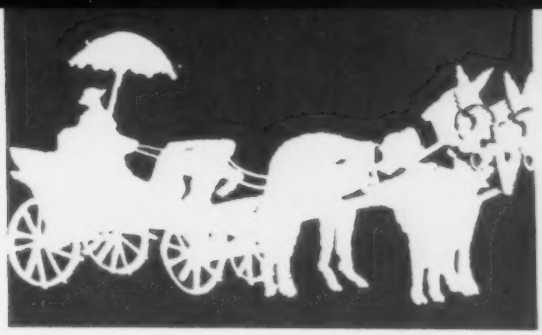


CS1.66
2/4

Horse and buggy
administration gives way
to space age management . . .
see page 14

Civil Service Journal

UNITED STATES CIVIL SERVICE COMMISSION •

Vol. 8 No. 4
April–June 1968

Civil Service Journal

Volume 8 Number 4

April–June 1968

CONTENTS

Articles

	Page
Home and Hoping—the Vietnam Era Veteran by L. J. Andolsek	9
The Changing Role of the Federal Career Executive by Roger W. Jones	14
A Salute to Women Doers: The Federal Woman's Award by Robert E. Hampton	21
Encouraged but Not Satisfied by Anthony M. Rachal, Jr.	28

Feature

Federal Feedback	
Introduction	1
by Jerry Kluttz	2
by Bill Olcheski	3
by Joseph Young	5

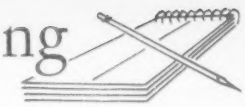
Departments

A Look at Legislation	6
Labor-Management Relations	8
Training Digest	27
Recruiters Roundup	32

U.S. Civil Service Commission

JOHN W. MACY, Jr. ..... *Chairman*
L. J. ANDOLSEK ..... *Commissioner*
ROBERT E. HAMPTON .... *Commissioner*
NICHOLAS J. OGANOVIC
Executive Director

Worth Noting



MAJOR PROCEDURAL CHANGES have been approved by the Civil Service Commission in handling of disability retirement cases initiated by agency managers. Under the new procedures, effective July 1, 1968, the employee for whom disability retirement is sought will have the right to be informed, to be heard, and to be represented at all stages of the procedure. Specific steps will have to be followed by agency management in referring employees for physical or mental examinations. Clear-cut avenues of appeal will be prescribed for both the employee and the agency.

THE FIFTH OPEN SEASON since the start of the Federal Employees Health Benefits program in July 1960 is scheduled for November 10–28, 1969. During the '69 open season employees not enrolled will be permitted to enroll, and those already enrolled may change to a different plan or a different option, with changes effective at the beginning of the first pay period in 1970.

LONG-TERM DETAILS of employees to jobs outside of their regularly assigned duties have been placed under tighter controls by the Civil Service Commission, and agencies have been asked to reappraise their practices in this connection. Commission offices have been instructed not to grant requests for extension of details beyond 6 months unless the agency can demonstrate that (1) the detail is the only practical means of getting necessary work done, and (2) employee equity will not be adversely affected.

DOWNGRADED JOBS will not necessarily mean downcast employees under new regulations recently issued by the Commission to broaden job protection of persons affected by adverse classification decisions. When significant numbers of people are involved, an agency may delay implementation of the downgrading for up to a year. When a lower classification results from gradual change of duties, the downgrading will be treated as a reduction-in-force action, with the built-in protection of RIF regulations. When a downgrading results from new classification standards, the agency must make specific efforts to avoid demoting the incumbent. The new regulations cover all employees under the General Schedule, Postal Field Service, and the trades and labor wage system.

THE PERILS of come-on sales, hidden credit costs, fraudulent and deceptive sales practices, bait and switch advertising, and other finely laid traps for the unwary consumer were the subject of a half-day course in consumer protection inaugurated in Washington by the Civil Service Commission and the Bureau of Federal Credit Unions. Betty Furness, the President's special assistant for consumer affairs, was on hand for the opening session. The course was prepared as a demonstration, to serve as a model for comparable programs in Washington and other urban areas across the country, in which active participation by members of the business community will be sought.

(Continued—See Inside Back Cover)

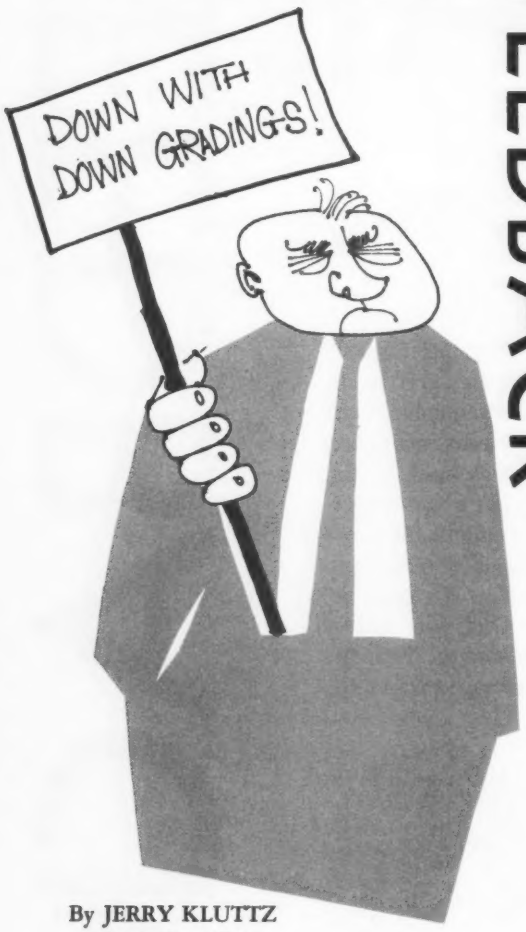
The *Civil Service Journal* is published quarterly by the U.S. Civil Service Commission. Editorial inquiries should be sent to: Mrs. Celima L. Hazard, Public Information Office, Room 5349, U.S. Civil Service Commission, 1900 E Street NW., Washington, D.C. 20415. Telephone 343–7396 or Code 183, Extension 7396. No special permission necessary to quote or reprint materials contained herein; however, when materials are identified as having originated outside the Civil Service Commission, the source should be contacted for reprint permission. The *Journal* is available on subscription from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, $1 a year domestic, 25 cents additional for foreign mailing. Single copy 25 cents. Use of funds for printing this publication approved by the Director of the Bureau of the Budget by letter of March 31, 1965.

FEDERAL FEEDBACK

What employees are thinking

AT A LUNCHEON of the National Capital Chapter of the Society for Personnel Administration in January, three Washington columnists covering the civil service beat were asked to discuss "What Employees Are Thinking—A Look in the Mail Bag." What they had to say has at least equal applicability in the field as in Washington. Following are summaries of the remarks of Jerry Kluttz, "Federal Diary" columnist of the *Washington Post and Times Herald,* Bill Olcheski, editor of the *Federal Times,* and Joseph Young, "Federal Spotlight" columnist of the *Washington Evening Star.*

FEDERAL FEEDBACK



By JERRY KLUTTZ
The Federal Diary
The Washington Post

On a recent day a score of Federal employees (several of them high ranking) contacted me in person, by mail, or by phone with these among other comments and observations:

The Civil Service system isn't producing the best available persons to fill Federal jobs. . . . The merit tests too frequently reflect bias. . . . Agencies should have broader authority to hire, and to promote qualified persons. . . . "Merit" promotions aren't made on a truly "merit" basis. . . . The Civil Service Commission is "caving in" to union demands. . . . Federal investigators continue to pry into the private lives of employees. . . .

Younger employees are forced to pay too high a price for civil service retirement and Federal employee life and health insurance coverage. . . . Active union members are passed over for grade promotions. . . . Civil service retirees and survivors should be guaranteed benefits large enough to enable them to live above poverty levels. . . . The new executive assignment plan is heavily weighted in favor of older Federal executives. . . .

CSC investigators order agencies to downgrade employees but CSC officials publicly lecture agencies for following their orders. . . . An employee was furious with the head of his agency for referring to his employees as "civil servants". . . . A postal employee resented my reference to him as a "Federal employee". . . . CSC was accused of lacking independent judgment and of failure to take independent actions because of its "closeness" to the President. . . . CSC's layoff rules are so cumbersome that agencies are forced to resort to other devices to rid themselves of surplus employees. . . .

These and similar experiences have convinced me that the Government itself has its own protest movement, its own revolt against the establishment, which has a relationship to the various challenges to authority and the questioning of established institutions like churches, schools, social customs over the Nation and the world.

Now I'm not referring to the relatively few hippies, draft-card burners, or professional protestors who are employed in the Federal service but to thoughtful, sensitive, sincere persons who simply believe that the Government in general and they and their coworkers in particular can do a better job in these trying times. They are no longer satisfied with shop-worn answers to their questions.

Perhaps those in the Federal personnel and administrative fields and those of us who are close to them have grown fat and comfortable with institutions that are near and dear to us. I don't for a minute deplore all of the protests, the questions, the challenges. I'm sure much good and better Government for all can come out of them—if we take advantage of the opportunity.

What's more sacred than the civil service merit system, the civil service retirement system, the veteran preference system, and similar Federal institutions? In recent months the attacks on them have been stepped up, and the questions raised have come from a cross-section of Federal personnel in all grades.

Conditions of employment which were generally accepted by Federal employees over the years are being questioned today—just about every aspect of them. It is perhaps true, as a CSC official explained to me, that it took someone like Senator Sam J. Ervin to convince Federal employees that their constitutional rights to privacy were being violated.

But now they know the employees have become much more sensitive to protecting their individual privacy. Federal courts are taking an active interest in the privacy issue. So are CSC and other Federal agencies that are in step with the times. The privacy issue just won't fade away.

Strikes, slowdowns, and the like are the most serious forms of protest, and we have been assured repeatedly by top officials that they can't happen in Government. But can we be sure they can't?

We've already had several recent incidents in Government that were close to walkouts and slowdowns. Several Federal employee unions later this year are almost certain to have lively debates on constitutional bans against strikes at their national conventions.

I've talked with conservative employees who wouldn't have dreamed of striking against the Government 8 or 10 years ago but who are much more receptive today to the thought. Times and moods seem to be changing.

Personally, I hope our top officials are correct—that Federal employee strikes and slowdowns are impossible—but I also hope our employees will have no good reason to engage in these extreme practices.

I wish to emphasize that I'm not for a moment trying to prove that *all* Federal officials and managers are unaware or unconcerned over employee protests and dissents. However, I do believe a case can be made against a minority of officials who don't want to be bothered with employee views.

I'm sure you noted, in the President's recent State of the Union Message, his references to a restlessness and a questioning by citizens over the Nation.

President Johnson didn't single out Federal employees, but they and their families comprise a large segment of our population, around 10 million, and about 20 million counting military personnel and their families, and I'm sure he'd agree many of the tough questions come from them.

It's my view that Federal employees as a group are better educated and more intelligent than any other large segment of the Nation's population—the type who keep up with what's going on and who express their feelings.

Chairman John W. Macy, Jr., of the CSC, concedes a low level of employee confidence in the merit promotion system, and he has launched projects to improve the civil service examining system and to secure the privacy of employees.

Yet there is a tendency by other Federal officials to explain the employee protests as being inspired by employee unions to discredit the Government, by aggrieved employees who can't do their jobs and who should be fired, and by troublemakers from outside the Federal service.

This one explanation I can't argue with: That employee protests are a phenomena of our times; that they are an offshoot of larger public issues such as the Vietnam war, inflation, crime in the streets, poverty, attacks on the dollar, and the like.

I agree that persons who are worried over one or more of these major problems are likely to take out their frustrations on their jobs, their bosses and their spouses. But this doesn't mean the Government should brush off their protests.

By BILL OLCHESKI
Editor
The Federal Times

Before getting into the subject of what readers write to us about, it might be well to consider why they bother to write to us at all.

Certainly there is no shortage of sources of information. Each agency has its own personnel officers and public relations staffs. Unions have their own publications. Many agencies put out newsletters or papers of their own. Still, as Perry Como used to say, we get letters—stacks and stacks of letters. Why?

First, the employees do not trust their own publications. They figure a house organ will mouth the party line. They believe a union paper will color the union role to make it look good. Many believe the interest of the agency is primarily in its own perpetuation and expansion.

Another big factor is fear. The Government, as seen by many, is a big and fearsome machine. It gets bigger and more fearsome when you are an employee who has to approach the machine and ask a question. To ask for an explanation of a regulation might make you look bad. To suggest that a regulation doesn't make sense brands you as an idol smasher.

Employees worry, too, about repercussions which could stem from a visit to the personnel office. A man asks for some general information about transfers. Immediately he is spotted as a "shopper." In some instances he is asked—or believes he will be, and this is just as important—why he wants the information. This effectively discourages his pursuit of further information from official sources.

Concern for privacy is another factor that sends the employees to the public press for answers to questions. An employee considering retirement wants to know the pay to which he will be entitled. He doesn't want his personnel office—or his boss—to know he is contemplating retirement. So, he brings the question to us.

A man considering filing a grievance may want to check his ground before making his move either through his personnel office or through his union. He writes us for the applicable regulations.

Some letters are prompted by dissatisfaction with the response received from the agency. Employees send the same question to us in the hope we will come up with an answer which works more to their advantage.

People often write because they want to get something off their chests. They know we will provide them with a shield of anonymity—while at the same time offering them a public forum in which to express their views.

Some writers seek to bring their views to people at the top. They feel they cannot do this through the official channels available to them.

Letters inspire letters. You hear from people who disagree with writers of earlier letters—and those who support the views of the previous writers.

You hear from groups who feel they have been treated unfairly, or from those who believe their point of view has not been presented.

We get letters from people who would like to work for us. I'd like to share with you part of one letter from a job applicant. He closed by saying, "My minimum salary requirement is $10,000 per year—but I will take less."

Jobs are the concern of many writers. Those of you who are familiar with FEDERAL TIMES know that we run job listings from Government agencies without charge. The mail brings pleas from agencies for special coverage of critical needs.

It also brings complaints from would-be employees who get no response to their applications. It is discouraging how many of the applicants come to feel that the merit system is in fact without either merit or system—that

the true road to a good Government job is through a political contact.

We hear from those who want to work for the Government—and we tell them where to go for information. We hear, also, from those who don't like our advice. They tell us where to go.

Some letters come from wives. They want to know how much their husbands make and how much is taken out for taxes, retirement, and insurance. Some are bitter that their husbands are not promoted fast enough. They go into detail about the undeserved promotions given others in the same office.

Then we hear from the chronic complainers—the familiar "bitch letters." They say we are too far right; or too far left; or too pro-management; or too pro-union. They question our motives and say we are playing up to the unions, or just printing the news releases handed out by the agencies.

Some letter writers expect you to have a total recall of every article ever published. They think nothing of sending in a query which begins: "About a year ago you had a short item on a comptroller ruling on overtime pay. . . ." "About a year ago," can mean anything from last week to 3 years ago. Our reference staff has a picnic trying to dig out the item in question.

In our very first issue we reported a ruling on the right to collect pay if you are required to stay at home by your phone over a weekend. Now, almost 3 years later, we still get letters requesting the number of the decision.

Some of the letters we get are educational in intent. These are from people who have learned something and feel this knowledge should be shared. They learn, for instance, that the head of their agency has sent around a memo demanding contributions in a fund drive. They send us the memo in the hope we will give it the recognition it deserves.

We try to cooperate.

Some memos were sent out recently directing how cuts would be made in certain agencies. Several employees got copies of the memos and felt this knowledge should be shared. We called the agencies involved and they denied any cuts were contemplated or that the memos even existed. We were happy to help update their information on the matter.

We have no Drew Pearsons, nor do we have a crusading zeal to nail the hide of some Federal executive to the wall. But, when we see an abuse of power, or an obvious lack of commonsense in the issuance of a directive, we want to help the executive involved see the error of his ways. Would you believe there are times when this help is not appreciated?

What we are talking about today is communication—or the lack of it—between the employee and the agency, the supervisor and the supervised.

The letters we are discussing are basically appeals for help—help in understanding a regulation, help in deciding whether to make a move which will affect a career.

When the day comes that employees believe they can turn to their agencies for this help—without fear or doubts—and get it, our mailbag will be empty. But that day is not yet in sight.

FEDERAL FEEDBACK

By JOSEPH YOUNG
The Federal Spotlight
The Washington Star

I do not appear before you today as a scold. I feel that, as a group, Government personnel people are doing a reasonably good job. Certainly as good as your counterparts in industry. Probably better in some cases.

But one would indeed be naive or blind to say that you can't do a better job or that everything is just peachy in the Government's personnel system and its relations with employees.

That's why I hope that our topic today—Government columnists take a look at their mail bag—can be of some help to you in pinpointing what is troubling Federal employees, and what they feel can be done and isn't being done to help them in their jobs and careers, and to assure the highest possible morale and esprit de corps.

Of course, some of the complaints are universal. They are heard from employees in every walk of life—in newspaper offices, department stores, manufacturing plants, insurance offices, and in every other line of endeavor where people work for a living. It's human nature to feel that the boss doesn't appreciate your talents, that office politics outweigh merit factors, that working conditions are poor, and that management is often unfair and dictatorial.

But we would be making a grave mistake to ignore all these complaints involving the Federal service, because, to one degree or another, there is a certain degree of validity to at least some of them.

I get a lot of letters complaining about the merit system—so-called. That there is some justification in these complaints is attested to by none other than John Macy, the chairman of the Civil Service Commission. Mr. Macy recently announced that the Commission is very much disturbed over complaints from employees about factors other than merit determining promotions. In other words, office politics, office cliques, and partisan political considerations are sometimes the determining factors when it comes to awarding promotions. Consequently, Mr. Macy and the Commission are planning to strengthen the promotion program by making it one truly based on bona fide merit factors as much as is humanly possible.

My mail bag also discloses other complaints by employees—

- Arrogance by agency management in making personnel policy decisions without bothering to explain or justify them to employees, even though the decisions directly affect them.
- Pressure on the part of agency officials to get employees to resign by threatening to get rid of them via the mental disability involuntary retirement route.
- Pressure to buy savings bonds and to contribute more than they can afford to charity drives.
- Discrimination against older employees when it comes to choice assignments. And discrimination against Negroes and other minority groups despite the Government's equal employment opportunity program.

All these charges are serious ones and I suspect there is considerably more than a grain of truth in them.

But the strongest impression I get from my mail is the lack of communication on the part of some agency personnel offices with their employees.

More often in sorrow than in anger, many employees write to say that their agency personnel offices cannot or will not answer their queries or advise them on matters that involve them deeply. For example, how to go about collecting benefits, moving expenses when they are transferred, what procedures to follow in filing claims for on-the-job injury compensation, how to get unemployment compensation when they lose their jobs, whether they can use sick leave in connection with maternity leave, what jobs are open for promotion purposes, how to qualify for training programs, the factors required to become eligible for earlier retirement or retirement disability, when they can switch health insurance plans, and a multitude of other problems on which employees seek—and deserve—help from their agencies.

The situation is worse in the field than it is in Washington, D.C. Here in the Nation's Capital the agency personnel offices are more responsive, although the situation can stand considerable improvement. And even when agencies here are uncooperative, the employees can always call one of the three civil service columnists on the newspapers here and get their answers, or call the Civil Service Commission and somehow finally get the answer to what's troubling them or what they want to know.

But the employees in the field are somewhat helpless. If their personnel office won't help them, they really are out in left field.

Apparently some agency personnel offices in the field are either woefully uninformed and out of date on civil service laws and regulations, both old and new, or they just can't be bothered.

Some personnel people apparently feel that shuffling papers is their primary duty and that any query from an employee is an unwanted interruption. Or that the less an employee knows, the less trouble it is for the personnel office. They just can't be bothered.

But it seems to me that keeping employees well informed and being responsive to their needs is more important than keeping records letter-perfect.

A moment ago I said that employees in the field who are denied information from their agencies are pretty helpless.

Well, let me qualify this. They have been, yes. But with the tremendous growth of unionism in the Federal service, employees are flocking by the thousands to join the unions, which are more than happy to supply them with the information and services they seek.

In fact, some personnel offices by their uncooperative attitudes may have unconsciously served as the best organizers the unions have had.

Make no mistake about it. Unionism in Government has become a powerful force and the unions will be more than glad to do your job for you if you don't want to do it.

So, it is not just from the aspect of your own self-interest that personnel people in Washington and in the field should adopt programs to strengthen employee service both here and in the field—although, of course, this is a compelling factor. And there should be stronger programs to bolster the esprit de corps of the Federal service—to make employees feel they are an integral part of management, to explain an agency's mission and its functions, its goals and aspirations, to make them feel that they are part of the team.

But even more important, such enlightened policies would pay handsome dividends in higher employee morale and greater efficiency and productivity in the Government service to which you are all dedicated.

And all of us as citizens would benefit in these times when the Federal Government is faced with its greatest challenges in history—both at home and abroad.

A Look at LEGISLATION

Status of major Federal personnel legislation at close of First Session, 90th Congress, December 15, 1967:

EMPLOYEE RIGHTS

S. 1035, as passed by the Senate, prohibits (1) requiring employees and applicants for Government employment to disclose certain information concerning finances, family personal relations, and other intimate personal information; (2) checking attendance at meetings not job related; (3) forcing participation in political activities; (4) coercing employees to buy bonds or to make charitable contributions; and (5) interrogating employees without presence of counsel. It also restricts use of the polygraph.

The bill establishes a Board on Employee Rights to investigate alleged violations of the Act with authority to order corrective action, including disciplinary action. The bill excludes the Central Intelligence Agency, the National Security Agency, and the Federal Bureau of Investigation from certain provisions in the interest of national security.

Passed Senate; pending before Manpower and Civil Service Subcommittee of the House Post Office and Civil Service Committee.

LEAVE AND RELATED BENEFITS

S. 1157 and H.R. 8474 require agency officials to excuse from duty, without loss of pay or charge to annual or sick leave, all nonessential employees in areas covered by an official United States Weather Bureau forecast for hurricane or other severe weather conditions.

Hearings completed in both Senate and House; pending before Senate and House Post Office and Civil Service Committees.

H.R. 1352 permits medical personnel of the Veterans Administration to receive full pay while on unlimited leave of absence to participate in private programs such as "Project Vietnam" involving the care and treatment of civilian casualties of the Vietnam conflict.

Hearings completed in House; pending before House Committee on Veterans' Affairs.

PAYROLL ALLOTMENTS

S. 1084 and H.R. 6157 permit Federal employees to purchase Federal- or State-chartered credit union shares through voluntary payroll deductions. The Senate bill, as passed the Senate amended, requires the Federal Government to make up to two payroll savings deductions on

a Federal employee's salary for deposit in banks, saving and loan associations, and credit unions, upon the written request of the Federal employee, and permits the remainder of an employee's check to be deposited in a checking or other savings account. The bill also provides that the Government would be reimbursed for the additional cost of providing the deductions by the financial institutions receiving the deductions.

Senate bill passed Senate; pending before House Government Operations Committee. House bill reported to House by Committee on Banking and Currency; pending House action.

RETIREMENT

S. 1190 amends section 8344(a) of Title 5, United States Code, to provide for inclusion of certain periods of reemployed annuitants' service for purpose of recomputing the annuities of their survivor spouses.

Passed Senate; pending before Retirement, Insurance, and Health Benefits Subcommittee, House Post Office and Civil Service Committee.

S. 1507 amends section 8336(c) of Title 5, United States Code, to extend to Federal firefighters the same liberal retirement provisions now applicable only to law enforcement employees. The bill would allow a firefighter to retire after attaining age 50 and completing 20 years of service and would provide for a straight 2 percent multiplier in the annuity computation formula.

Passed Senate; pending referral to House Committee.

H.R. 6784 amends subchapter III of chapter 83, of Title 5, United States Code, to provide for transferring credits for Federal service to the social security system if no retirement benefits are payable when the employee dies, becomes disabled, or reaches retirement age; and for raising retirement benefits to a level which, together with any OASI benefits payable on the basis of other employment, would equal the amount payable if the Federal service had been covered by social security.

Hearings began in House; pending before the Retirement, Insurance, and Health Benefits Subcommittee, House Post Office and Civil Service Committee.

H.R. 10912 improves the financing of the Civil Service Retirement fund by requiring full funding of normal costs of present benefits and all future liberalizations by matching agency and employee contributions, and by raising contribution rates by Civil Service Commission action as necessary. The bill would also merge the Civil Service and Foreign Service Retirement and Disability funds, but not the systems themselves or their administration.

Hearings began in House; pending before the Retirement, Insurance, and Health Benefits Subcommittee, House Post Office and Civil Service Committee.

TRAINING (INTERGOVERNMENTAL)

S. 699, a bill to strengthen intergovernmental cooperation and the administration of grant-in-aid programs, and for other purposes, as passed the Senate amended would: authorize Federal agencies to admit State and local government employees to their Federal training programs and to provide or conduct training for those engaged in grant-in-aid programs; authorize the Civil Service Commission to make grants for in-service training and under certain conditions to make grants directly to local governments for purposes of training their employees; direct the Civil Service Commission to coordinate training provided State and local employees under Federal grant-in-aid programs; and allow the Commission to join State and local governments in cooperative recruiting and examining activities on a shared-cost basis.

The bill authorizes the assignment or detail of personnel between the Federal Government and State and local governments for periods up to 2 years. The bill also establishes a plan for Government Service Fellowships for State and local employees, for periods of fulltime graduate study, not to exceed 2 years.

Passed Senate; pending before House Committee on Education and Labor.

TRAVEL

H.R. 7113 increases the maximum per diem allowance for employees traveling on official business from $16 to $25 a day, the maximum allowance under unusual circumstances from $30 to $45, and the maximum additional allowance for travel outside the continental United States from $10 to $18 a day.

Hearings completed in House; pending before House Committee on Government Operations.

H.R. 9382 amends Title 5, United States Code, to provide for the payment of travel cost for applicants invited by an agency to visit it for purposes connected with employment.

Reported to House; pending House action.

UPPER-LEVEL POSITIONS

H.R. 1411, as passed the Senate amended, contains a provision which amends section 5108(a) of Title 5, United States Code, to increase the number of positions which the Civil Service Commission may place in grades GS–16, 17, and 18 from 2,577 to 2,706.

Passed Senate amended; pending House action on Senate amendments.

WAGE BOARD

S. 2303 provides legislative authority for a basic system for setting, and periodically revising, the rates of pay of Federal employees whose salaries are determined according to prevailing rates in the areas where they work. The bill establishes a Federal Wage Board Committee to issue uniform wage board pay regulations applicable to all Federal employees paid at prevailing rates.

Passed Senate; pending before House Post Office and Civil Service Committee.

—Ethel G. Bixler

LABOR-MANAGEMENT RELATIONS

UNION REPRESENTATION IN THE FEDERAL SERVICE

Forty-five percent of all Federal employees are now represented by unions having exclusive recognition under the provisions of the Government's labor-management relations program. Unions with exclusive recognition are entitled to negotiate agreements with agency management covering many of the terms and conditions of employment of the workers they represent. Almost 900 such agreements have been negotiated, covering over 1 million Federal employees.

These indications of union strength are based on statistics contained in a report, "Union Recognition in the Federal Government," issued by the Civil Service Commission in March 1968, which reflects data furnished by Federal agencies as of November 1967.

The report shows that 1,238,748 employees have exclusive representation by unions under the provisions of Executive Order 10988. In the executive branch, exclusive recognitions cover 86 percent of postal employees, 54 percent of blue-collar employees, and 21 percent of General Schedule (or equivalent white-collar) employees. These figures do not refer to union membership—only to the number of employees in exclusive units, a "unit" being a grouping of employees for purposes of union recognition and representation.

Federal agencies deal with many different unions. Ninety-three national and international unions and 98 local unions hold some form of recognition under the labor-management relations program.

The Post Office Department has the most employees covered by exclusives, with 608,833. Navy is next with 187,468, followed by Army with 123,546, Air Force 78,574, VA 72,246, Treasury 41,443, and HEW 28,166.

The percentages of agency employees covered by exclusives are as follows: Post Office 86 percent, Navy 49 percent, Army 31 percent, Air Force 28 percent, VA 42 percent, Treasury 47 percent, HEW 26 percent, TVA 91 percent, GSA 38 percent.

The unions with the greatest representative strength are: AFGE (American Federation of Government Employees) 326,432 employees; UFPC (Postal Clerks) 306,729; NALC (Letter Carriers) 192,045; and MTC (Metal Trades) 80,454. Other unions representing 30,000 or more employees are: NAGE (National Association of Government Employees), POMH (Mail Handlers), IAM (Machinists), NAIRE (Internal Revenue employees), NFFE (National Federation of Federal Employees), and RLCA (Rural Letter Carriers).

Of the employees in exclusive units, 1,031,885 are covered by negotiated agreements. Excluding Post Office, this is a 45 percent increase in coverage since a previous survey in August 1966. During the same period—August 1966 to November 1967—the number of exclusive units increased from 1,174 to 1,813, a 54 percent increase.

These exclusive units vary in size from one employee (a lithographer) to 306,700 employees (postal clerks). There are 10 units containing more than 10,000 employees each; 12 units in the 5,000–10,000 employees range; 125 units in 1,000–5,000 range; 158 in the 500–1,000 range; 380 in the 150–500 range; and 1,115 units with 150 or fewer employees. The large units (those with 500 or more employees) cover 1,080,000 employees; medium size units (150–500 employees) cover 107,000 employees; and small units (under 150) cover 52,000 employees.

Typically, employees in large units are covered by agreements (about 90 percent); while less than 40 percent of employees in small units are covered by agreements.

The Federal labor-management program provides that unions with less than majority support may seek "formal" or "informal" recognition. Formal recognitions number 1,172; informal 1,031.

Most employees in exclusive units are represented by unions affiliated with AFL–CIO (87 percent).

The report also shows that units vary considerably in type or composition. The most common type of unit was one which included all employees in an activity or installation of an agency (except for the standard exclusions of managers, supervisors, and personnel specialists). About one-third of all units were of this activity-wide type. Other types of units common in the Federal service are: wage-board employees; activity-wide except professionals; and occupational (e.g., inspectors, nurses, engineers). There are 91 units of firefighters, 50 units covering all nonsupervisory professional employees in an activity; and 56 units of craft or trade employees.

Overall, these figures demonstrate the strong role unions are now performing in representing employees in the Federal service.

—W. V. Gill
Director, Office of Labor-Management Relations

HOME and Hoping . . . the Vietnam Era Veteran

. . . at the USVAC in Washington, D.C.

by Commissioner L. J. Andolsek
U.S. Civil Service Commission

IT HAS BEEN rightly said that we simply can't afford to permit our first-class fighting men to return home and become second-class citizens.

The might, the muscle, and the heart of America are being harnessed to guarantee that returning veterans will receive all the support they have earned through honorable service to their country.

This report deals with only one fraction of the total effort—jobs and training for veterans employed in the Federal civilian service. But it can best be appreciated when seen in the context of the total effort that is now underway.

In a special message to Congress on January 30, 1968, President Johnson made 14 specific proposals for new veterans programs or changes in existing programs. The legislation he asked for ranged from increased life insurance for servicemen to income protection for older veterans; from improved GI home loans to extended rehabilitation. It called for incentives to veterans who are willing to enter public service in urgent-need areas. The President asked Congress to urge all employers to give returning servicemen priority consideration in the filling of jobs.

ADMINISTRATIVE ACTION

Other proposals called on Federal agencies for administrative action which is presently being carried out.

The Department of Labor was asked to continue to provide personal job help for returning veterans through State Employment Service offices.

The Department of Defense was asked to continue enrolling men in Project 100,000, now in its second year of preparing young men with inadequate schooling or health deficiencies to take their places in basic training, and to extend Project Transition to all principal

310-414 O - 68 - 2

troop installations in the country. Project Transition furnishes skills training to men who need it during the 6 months before they return to civilan life.

The Veterans Administration was directed to expand its information service in Vietnam, to broaden its bedside counseling of sick and wounded servicemen to include the entire system of military hospitals, to expand its separation point counseling at all 257 separation centers, to double its program of training medical specialists (now operating at the rate of 40,000 a year), and to establish U.S. Veterans Assistance Centers (USVACs) in 21 major cities to render one-stop information service to veterans on the total range of Federal and federally assisted programs authorized for veterans.

USVACS OPEN

USVACs were opened in February in Atlanta, Boston, Chicago, Cleveland, Detroit, New York, Philadelphia, Los Angeles, San Francisco, and Washington, D.C. Additional Centers were opened in March in Indianapolis, Milwaukee, Houston, New Orleans, San Antonio, Phoenix, Newark, Dallas, Baltimore, Pittsburgh, and St. Louis.

While VA coordinates the total Veterans Assistance Center effort, other Federal agencies participate either by placing trained employees in the Centers or by providing assistance as needed. These Federal agencies include the Civil Service Commission, the Departments of Labor, Justice, Health, Education, and Welfare, Housing and Urban Development, the Small Business Administration, and, through its Community Action agencies, the Office of Economic Opportunity.

Participation by State and local officials and by community organizations is sought and welcomed.

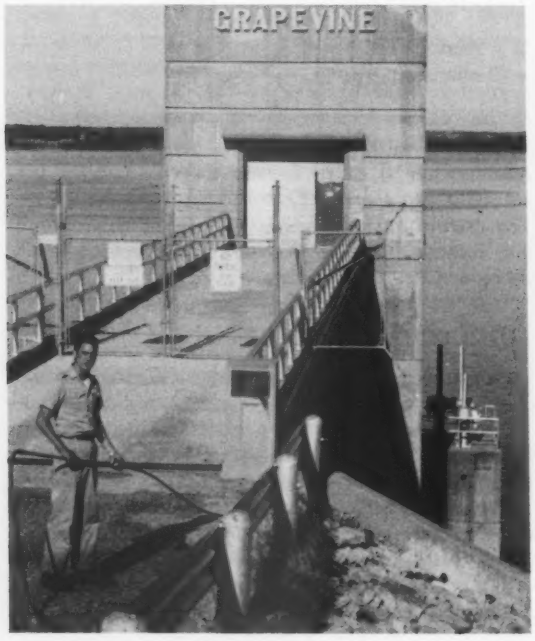
The USVAC concept is new and refreshing—stationing at one location advisors from a number of agencies, each one expert in his own field. It is nothing short of a godsend to the returning veteran to have one focal point in his community where he can go for full counseling service on all the benefits and services available to him, regardless of Federal, State, or local jurisdiction. Too often in the past, returning servicemen had to tramp from one agency to another in a tedious, time-consuming, and sometimes frustrating search for information.

THE VETERAN AND CSC

Several weeks before he sent his veterans message to Congress, President Johnson called CSC Chairman John Macy to the Texas White House and directed him to develop an action plan to make it easier for Vietnam era veterans to get Federal jobs.

He made it clear from the outset that the Federal job program for veterans would go beyond mere employment and that it would be keyed to an element vital to orderly transition—the intermeshing of work now with educational preparation for a larger role in society. In other words, the work experience was to be a stepping stone to higher plateaus, either in Government employment or in private employment.

Chairman Macy then named a Commission task force to come up with a plan for submission to the President.



TRANSITIONAL APPOINTEES are shown at work in the field and in Washington, D.C. *Left,* a reservoir laborer for the Corps of Engineers at the Grapevine Dam Recreation Area in Texas. *Above,* an addressing machine operator in the Department of Labor's Washington, D.C., headquarters.

The plan, containing three basic elements, has been approved by the President, authorized by Executive order, and implemented by regulations. It is now an operating program.

JOB-SEEKING ASSISTANCE

Element number one is increased advice and assistance to veterans seeking Federal jobs.

We have established one–stop information points in each of our existing 65 Federal Job Information Centers where Interagency Boards of Civil Service Examiners are located. In each Center there is a Commission staffing specialist to advise and assist veterans seeking information about examinations, available jobs, and when, where, and how to file.

Service to veterans is neither routine nor perfunctory. Every IAB executive is committed to the objective of giving personalized assistance to veterans, whether or not there is a Veterans Assistance Center in the area and whether or not the veteran has received prior help from the USVAC.

The idea is to give the veteran help, not just mere information.

We fully expect each IAB to have accurate, up-to-the-minute knowledge of all existing or anticipated job opportunities in the area; to afford each veteran a sitdown interview with a professional staffing specialist; to assure that the veteran is aware of all his options under law and regulations, and of the opportunities open to him; and to make positive placement efforts wherever appropriate.

FULL-TIME INTERVIEWERS

In addition to our tooling up in the IAB's, we have posted full-time Commission interviewers in all Veterans Assistance Centers—and to a man, they are experts in all aspects of Federal employment.

A Commission specialist in a USVAC has a big job. It is up to him to keep the VA contact representatives as well as personnel from other agencies in the Center informed and advised on Federal employment matters so they can in turn include such information in their ongoing interviews with veterans.

The Commission specialist counsels veterans, especially those who have unusual or difficult problems that make it hard for them to find jobs. In these cases particularly he makes every effort to provide positive placement assistance.

He refers veterans to known vacancies in agencies within the commuting distance of the USVAC and keeps the USVAC informed on a day-to-day basis of existing or anticipated opportunities for employment at all levels, with special emphasis on entry-level jobs and jobs with limited qualification requirements.

Commission efforts in both the IAB's and the USVAC's depend upon the sustained cooperation of agencies in letting the Commission specialist know about opportunities and vacancies which can be filled by direct

VIETNAM ERA VETERANS working for the Government under transitional appointments include this fork lift operator at the Naval Supply Center, Bremerton, Wash. *(above)*, and a warehouseman at the Wichita, Kans., Veterans Administration Center *(right)*.

referrals—not just occasionally, but regularly, so that communications are effective and efficient. Two-step communications are essential, first to identify vacancies and second to report on jobs filled.

STREAMLINED PROCEDURES

Element number two in our program has been to streamline the procedures for the veteran looking for a job as well as for the manager looking for a man to fill a vacancy.

When a returning veteran files in a regular civil service examination, the Commission gives special attention to his application. His papers, and any necessary testing, are expedited to speed the rating process and shave the time it takes to get his qualifications before an appointing officer.

TRANSITIONAL APPOINTMENTS

Element number three in our program embraces a new concept—transitional appointments to Federal jobs.

Executive Order 11397, issued February 9, 1968, authorized a new program which combines education and Federal employment. Under this program, Vietnam era veterans who agree to continue their education may be appointed to positions in grade GS–5 and below, or at equivalent levels, without having to compete in a regular civil service examination. By the term "equivalent" we mean jobs with entrance rates equal to or below the entrance rate of grade 5, such as jobs at PFS–5 and below in the postal field service and jobs in trades, crafts, and laboring occupations at or below the salary level of grade 5 of the new Coordinated Federal Wage System.

To qualify for a transitional appointment a veteran must have served on active military duty on or after August 5, 1964, the beginning of the "Vietnam era"; have less than 1 year of education beyond high school; meet all the qualification requirements for the job, including a passing score on any necessary tests; and be appointed within 1 year of honorable discharge from the service, 1 year of discharge from a military hospital, or 1 year from the date of the Executive order, whichever is later.

STUDY AND WORK

To continue in the program the veteran must maintain an acceptable standing in his course of study and continue in it for a minimum of one full-time academic year or its equivalent, and an additional year if necessary for the acquisition of a high school diploma. Naturally he must also perform satisfactorily on the job.

After a year of satisfactory service and the successful completion of the agreed-upon study, he can be converted to career or career-conditional status.

The transitional appointment program is keyed to the present-day need for skills and training. With sophisticated machinery doing much of the work that used to be done by human hands, and in today's advanced and still advancing technology, available jobs for the unskilled are becoming more scarce by the day.

Yet of some 800,000 veterans returning to civilian life every year, close to one in five is without a high school diploma.

LACK OF CIVILIAN SKILLS

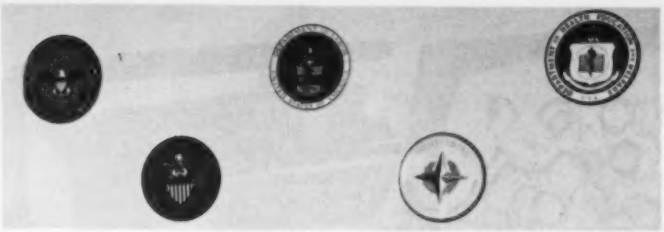
It is true that some of them have had military experience that has equipped them to earn a paycheck, but it is also true that many have learned little that will be useful to them in civilian life.

The care and handling of a rifle, even the most modern rifle, is not much of a job qualification. And while "sharpshooter" may look good on a military record, it is no help at all on an application blank.

Even the veteran who was trained while in uniform—to drive a tractor, repair electronic equipment or motors, or take an inventory—may not make it in a civilian job without a high school diploma or its equivalent to back up his performance test. And if he does make it, chances are excellent that he can look forward to staying low man on the promotion pole for most of his working life.

There are exceptions to this bleak prospect but they are

COMBINING WORK WITH STUDY is required of transitional appointees. This stockman at the Naval Supply Center in Bremerton, Wash., is enrolled at Olympic College, plans a career in the computer field.



Agency seals on a wall at the Washington, D.C., USVAC—symbolic of the agency cooperation that is easing the transitional period for Vietnam era veterans in need of jobs and other assistance.

scarce, and with every forward step in technology they become more scarce.

GOVERNMENT AS PACESETTER

This is the compelling reason why the Federal Government, as the pace-setting employer for the Nation, is offering transitional appointments as an encouragement to Vietnam era veterans to continue their education—to catch up, get even, get ahead, and enjoy the American heritage of self-reliance.

This is no soft touch the veteran is getting. Going to school and making a living at the same time takes plenty of stamina and self-discipline. I know from experience, having worked many hours a day, 7 days a week, to help myself through college.

It is our hope that private employers will follow the Federal example. We hope they will recognize that this new procedure was developed to be responsive to the special conditions of our time, and that it is little enough to do for men who did so much for their country in a time of crisis.

It is not beyond anticipation that some readers will say: "After all, we don't yank a kid out of high school for military service. If he's coming back without a diploma, he must have been a dropout."

A dropout.

It has become a dirty word. Associated with indifference, inability, even uneducability.

But I believe it is a word—and a plight—that can be overcome, and for excellent reason.

WHY WE HELP

There are many valid reasons for dropping out of school, and not nearly all of them are the fault of the individual concerned, or even within his power to do much about.

Some young people have had to stop their schooling in order to contribute to family income. Some are not far-sighted enough to realize what a high school education or more can mean to them in later life—they want to be independent and earn money *now*—money that will enable them to buy a car, get married, do things that are far more glamorous than sweating out a math assignment.

Others knuckle in to different pressures. In economically advantaged areas it may be the result of undue pressure for outstanding grades and a college admission. In the deprivations of the inner city ghetto the pressures can become even more demanding, yet from far different causes. The classrooms are crowded. Equipment is poor. Teachers are under stress that would paralyze their professors of education, to the point that they cannot always communicate. Given these conditions, even the best potential student can become frustrated, sometimes hostile, and often a quitter. At home many of them are unable to find a quiet, much less a private, place to study.

It is awkward for a grown man to go back to high school at an age and a stage when his pride tells him he should be earning a living. A transitional appointment to a Federal job enables him to salvage his pride while he sharpens his ability through regular attendance in school.

We should remember that the Vietnam era veteran is unique in that he is largely unsung. In the "great wars" that called whole generations of Americans to arms in a common cause we sent our young men off with cheers and welcomed them back with mixed cheers and tears. But the present situation calls on only a percentage of men to go. Many leave unnoticed by all save their families and friends, and come home unheralded.

"The big thing you discover when you get back home," said a much-decorated officer recently, "is that damn few people even knew you were away."

HISTORICAL PERSPECTIVE

After every war in its history, the United States of America has made an effort to assist those who served in its armed forces.

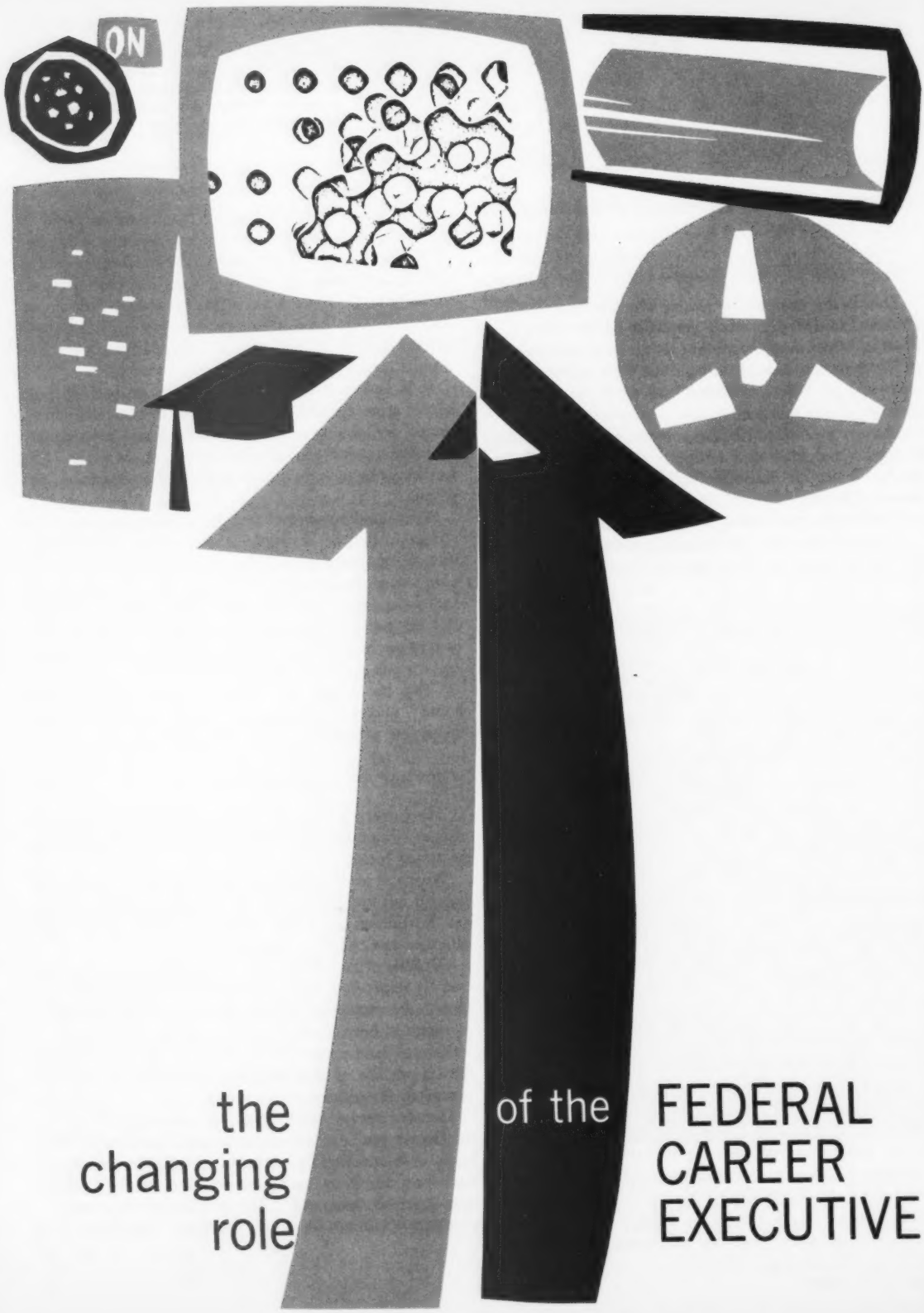
We have come a long way since parcels of land were handed out to a few lucky buck privates after the American Revolution, or when "mules and forty acres" were allocated to Civil War veterans.

GI Bills after World War II and Korea, and subsequently reinforced, have made possible the acquisition of homes, the attainment of education, and a great number of financial benefits for returning veterans.

Veteran preference in civil service jobs has likewise been a practice of such long duration that it is accepted and taken for granted.

I believe our present program for extending job opportunities to veterans, especially to those who need help most, is in complete harmony with the proudest of our traditions, for I am confident we all agree with President Johnson, who said, "The purpose of our veterans program is to serve those who have served us."

☆ ☆ ☆



the changing role of the FEDERAL CAREER EXECUTIVE

By

ROGER W. JONES

special assistant to the director

bureau of the budget

IN A perceptive and hopeful analysis of "The Changing Role of the Businessman in Public Affairs" published in the October–December 1967 issue of the *Civil Service Journal,* David E. Lilienthal said that in the early years of our Republic "leadership in public affairs was considered the highest calling to which a man could aspire." Mr. Lilienthal's article went on to describe the decline of respect for public affairs and "the beginning of a vigorous return of the earlier concept that leadership in public affairs is a way of life worthy of the best talents of America."

It is my purpose to approach Mr. Lilienthal's thesis from another direction, and to advance in this article views which I have presented to several gatherings of Federal career people in the last year.

The nature of the public service and the cardinal tenets of public administration have undergone little essential change since the United States became a nation, but the role of the Federal administrator has changed mightily over the same period. Most of the important changes have taken place in the last 40 years. They have produced both the career executive and the renewed determination of the American people, and their Presidents, to demand high competence in political leadership of public affairs. Even more significant changes in the role of career executives will come in the years immediately ahead.

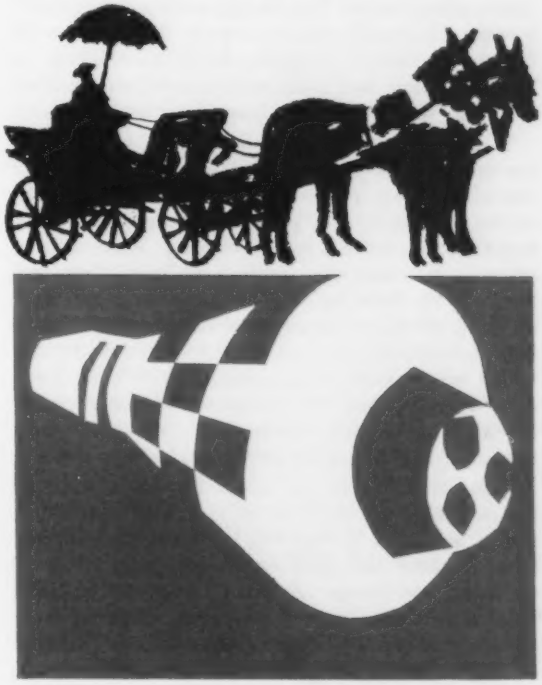
Some summary background appears worthy of note. There can be no doubt that the ablest men in America forged our Constitution and its expression of democratic ideals. These, however, were not much more than foundation stones. Until the mid-years of the nineteenth century, difficulties of transportation and communications in an immense country argued strongly that the central government *could* perform only the most general services. Therefore, only traditional and largely ministerial functions of central government were at first enacted into law. They were assigned to the first Cabinet departments:

- the conduct of foreign affairs to State,
- the management of money and collection and disbursement of revenues to Treasury,
- the defense of the country to War and Navy,
- the administration of justice and national laws to Justice, and
- the handling of mail to the Post Office.

In a new, underdeveloped country, there was little need for much else.

Slowly, as the country grew, nationwide subject-matter concerns began to develop. By the time of the Civil War the first great expansion of executive functions was underway. Protection and development of the Nation's land and natural resources became a need which had led to the creation of the Department of the Interior in 1849. Twelve years later, the potential of American agriculture and the needs of our society for agricultural products called for the establishment of the Department of Agriculture, although its full status as the eighth Cabinet department was not recognized in law until 1889. The creation of both departments established a more direct relationship between Federal administrators and the people. The concept of Federal programs responsive to specific nationwide subject-matter constituencies became reality.

At the turn of the twentieth century, the Department of Commerce and Labor came into being in recognition of rapidly increasing industrialization of our economy. Some 10 years later, in 1913, the Department was split in two—in no small part because labor had become a nationwide constituency in its own right. It demanded an executive voice for interests and goals which were then quite different from those of the business community. A year ago President Johnson proposed that we once again combine these departments.



It is interesting to read the organic acts of these four departments and to see how explicitly they were charged with protecting and promoting the interests of subject-matter constituencies. The constituencies of each of them tended to transcend party lines, although regional or other special interests at times developed a sharply focused partisan position.

In passing, it is noteworthy that the development of the subject-matter departments had more than a little to do with the establishment of regulatory functions, whether directly in an executive department or in quasi-judicial, quasi-legislative, *independent* (meaning not in a department) agencies like the Interstate Commerce Commission and the Federal Power Commission, to name only two.

Here, by and large, matters rested until the great depression of 1929. Despite the addition of departments and agencies, the Federal Government then was still relatively small. There were only about 68,000 employees in Washington and fewer than 580,000 in the field. The service concept remained somewhat passive, minimal, and subject-matter centered so far as the individual citizen was concerned—possibly excepting the responsibilities of the Veterans Administration.

Then came the New Deal and the stark realization that our society had become so complex, so interdependent in a thousand ways, that national welfare had taken on a new meaning. The Federal Government had to begin thinking about subject matter in terms of people and their personal needs. This became manifest, both in the context of regional problems, witness TVA, and in the context of societal obligations to do for millions of Americans what they could no longer do for themselves, or depend upon private instrumentalities to do for them.

It takes little by way of illustration to show how, in the years from 1929–39, the role of the Federal career executive grew in concept, in actuality, and in diversity of content. We have only to mention such laws as the Social Security Act, the Federal Housing Act, the Unemployment Insurance Act, the Federal Deposit Insurance Act, and the Securities and Exchange Act. The mere recitation of their titles reveals what was happening to strip the insulation off the Federal administrator, and to put him into the living rooms of the United States. Some 400,000 persons were added to the Federal payroll in this busy, bustling decade. The spectrum of skills required to run the national business widened greatly.

In the next 20 years we fought two major wars. At the same time we began to use our resources of men, money, and ideas to cope with new national problems. Some of them, like space exploration, peaceful use of the atom, and foreign aid, were broad and relatively impersonal. Other national problems, however, were highly personal, and were concerned with centrally directed attacks upon problems of disease, education, transportation, decay of cities, civil rights, poverty, unemployment, vocational and physical rehabilitation, and many others.

By 1959, Federal employment stood at almost 2.4 million or better than double the 1939 figure. We had consolidated national security functions in the Department of Defense, and had created such new agencies as the Atomic Energy Commission, the Federal Aviation Agency, the National Aeronautics and Space Administration, the National Science Foundation, the Small Business Administration, and the Department of Health, Education, and Welfare. In title of agency, subject-matter orientation was still present, and so was it in many new or expanded programs. In fact, probably few of us on the Federal scene were at first aware that there was an inherently different thrust and focus in the new programs.

Presently, however, the Federal administrator in both new and old agencies began to be aware of different dimensions in his job. The mutually exclusive, tight little compartments of discrete Federal activities had begun to disappear. Cooperative financing under grant-in-aid formulas called for new relationships with State and local governments, and new awareness and concern for nongovernmental activities. New and bureaucratically vexing overlaps in jurisdiction had come into being, with a greatly heightened responsibility for interagency policy and program coordination, and interlocking, complementary efforts in program administration. Political and career executives found that they must look outward,

rather than inward, in a host of new and perplexing ways. They needed new kinds of skills in themselves, in their staffs, and new understanding of what Mr. and Mrs. America expected of them.

These realizations dawned slowly. Certainly in the case of the Department of Health, Education, and Welfare the first thought was that the Department simply brought together into a manageable structure interrelated

subject-matter functions, each with a readily identifiable constituency. When we look at events since 1953, it seems apparent that the Department of Health, Education, and Welfare was never destined to be a department in the traditional sense. Its responsibilities were subject-matter concerns only for purposes of classification. Its programs and activities were *people oriented* or, perhaps, more accurately, oriented to problems which affect individuals, quite without regard to grouping them in any subject-matter constituency like farmers, businessmen, or labor.

I think we must now classify on this new basis our two most recent departments—Housing and Urban Development, and Transportation. The titles are descriptive, but there is no common glue which holds together the highly diverse, individualized constituency of either department. The impersonal subject-matter elements implicit in transportation systems, in housing policy, and in slum clearance activities become much less important than the effect of their program dollars on people and other levels of government.

Coming back to the President's proposal that the Departments of Commerce and Labor once again be combined, it seems to me that the root concept is to promote better functioning of the economic system. This, in turn, requires concern about the better functioning of individuals, as well as of unions and businesses, in the social and economic system. The management need, and hence the role of the administrator, is of a different nature from expression of a strong executive voice to the concerns of labor as such or to business affairs as an impersonal abstraction of "private enterprise."

A new kind of Federal system is emerging. Its implications for the Federal career executive inspire both awe and a kind of emotional and intellectual stimulus quite different from those of a generation ago. He is and will be dealing with problems of Federal programs which have become highly personal in impact. He will be required to understand the implications of, and interrelationships between, his program and many others. The spectrum of his own vision must be wider. Concern with interaction of methods and results will be his daily concern.

In addition, he will become more and more aware of the fact that the whole Federal system, in which he now plays an activist part, is emerging *from* the philosophical dialectic about the Constitution's combination of Federalism and nationalism. I suggest that our Federal system is emerging *toward* a practical application of use by the people as a whole (nationalism) and by the 50 States (Federalism) of the full powers of the central government. In short, although still an official of the Federal Government, the administrator will be increasingly concerned with exercising powers which the Constitution reserves to the States. These are concerns with the "lives, liberties, and property of the peoples and the internal order, improvement and prosperity of the States." (For further discussion, see Federalist Paper No. 39—Madison.) Is this as shocking a development as it sounds? I do not think so.

What this all means to me is that the Federal system and the Federal executive are leading the procession in finding effective and thoroughly constitutional means for abandoning sporadic and less than full use of *combined* powers. The central government and its political and career administrators are not seeking to destroy the States. And the States are not demanding that the central government turn the clock back to the time of a vast frontier. A cooperative effort is underway to respond to the needs and desires of all Americans. Neither the States nor the Federal Government can provide what is needed with un-

related uncoordinated use of their own limited resources—and tightly compartmentalized jurisdictions and activities.

The Federal administrator finds himself in the middle of an evolutionary controversy not too dissimilar from earlier dispute about the powers of the Federal judiciary to invalidate legislative action. For years to come, the career executive will be wrestling with providing the factual tissue against which the courts will interpret how far the executive branch may go in applying national resources and nationwide standards to what hitherto have been considered State problems, and how specific in his day-to-day activity the Federal executive may become in exercising a general delegation of authority.

Without doubt, partisan and other interests will find things to criticize, to disagree with, and to regard as unjust as they make new legislative proposals and take issues to the courts for decisions about the intention of the Congress in giving the executive branch authority to deal with the large complexities of our time—the growing interdependence of every segment of our society. Never before in our history has the administrator had so clear a requirement of understanding, and perhaps anticipating, court decisions in a new framework of *interpreting* the Constitution, not amending it by administrative fiat.

Never before has there been so clear a requirement for judging one's own role in the light of the roles of other administrators in programs which, in the aggregate, represent cooperative Federalism. This requires not only talent in leadership, but professional skills of a very high order, ranging through the wide spectrum of America's occupations and ways of life.

These developments do not mean that the *Federal* program, centrally administered as an activity of the Federal Government alone, will disappear, but it does mean that many of the authorizations enacted by the Congress in the last 15 years, no matter how specifically assigned to one department or agency, cannot be successfully carried out unless interrelated with others. To repeat, the changing role of the Federal administrator places a high premium on close cooperation, effective coordination, and a steady flow of information among equals.

More and more operating decisions, of necessity, will have to be made in the field rather than in or by Washington. To do this, while maintaining responsible policy control, will be no easy matter for the departmental administrator. Similarly, it will not be easy for the field administrator to "operate" in such a way that ministerial and housekeeping functions will not be his primary concerns. To quote a recent statement of the Budget Director, "To decentralize is inevitably to allow greater room for diversity and even more room for inconsistency." Diversity and inconsistency have always been bugaboos to the tidy bureaucratic mind. The career executive's role today is to find tidiness in results, not necessarily in method and procedure.

Perhaps we could have avoided creating a new role

for the Federal administrator if we had simply established new activities as discrete subject-matter programs directly operated, and horizontally applied to everyone concerned. Experience has taught us, however, that this is not the way to solve *personal* problems. The problems which the new Federalism proposes to attack are not the same nationwide. The common denominator of a program title such as vocational education is useful for very few purposes in today's world. No matter how universal a "need" may appear, or how homogeneous a constituency may appear, today's problems can be solved only in the context of widely different local conditions and requirements which grow from widely different combinations of individuals and individual circumstances. Here again, a new challenge and a new role immediately become apparent for the Federal administrator. More than ever before he must become a part of the specific society in which he lives and works, as well as an officer of the Federal Government in the broadest sense.

Administrative consistency and convenience, if anyone still believes that they should control, might have avoided problems of coordination and new roles of the Federal administrator with a nineteenth century, monolithic approach. We could have legislated single solutions. For example, it is not too difficult to believe that the Congress might have been persuaded to attack the problem of poverty by concentrating legislative authorization on a

new central system of public assistance payments. Similarly, the Congress might well have tried to solve the problems of Appalachia through a massive public works program, neatly assigned to the Corps of Engineers. Wisely, the political leaders of the executive branch from the President on down, much of the bureaucracy, and bipartisan statesmanship in the Congress rejected that kind of approach.

The Federal career executive must not lose sight of the fact that, in adopting another approach, the Congress and the American people gave him a large vote of confidence. The Congress, in act after act, has clearly expressed its belief that Federal administrators have the capability to devise coordinated, interlocking activities which can solve deep-rooted social and economic problems—problems with an infinite variety of individual manifestations which can be better solved with a minimum of simple-minded, administratively convenient, single-shot approaches. This faith again changes the traditional role of the Federal administrator in reporting on his stewardship. He must be able to explain not only what he does, but why, and how his program fits together with other similar programs. He must expect to be concerned with the politics of program and policy, with a direct relationship to the committees of the Congress, and he must avoid the pitfalls of a supervening partisanship in the sense of being "Democratic" or "Republican."

In short, the great change in the role of the Federal administrator has become the imposition of a higher requirement for individual and collective responsibility—

less insistence on negative rights of statutory jurisdiction and the unrestrained pursuit of special interests arising from the words of the statute. This clearly means that the role now takes on the aspect of united and resolute determination for concern about the public good in the broadest sense. The administrator must have a clear focus on, and participate in, the sacrifices that are necessary to give meaning to these new criteria about his role.

The Federal career administrator, even more than his political superiors who have, in general, very short tenure, must relate his responsibilities to the wider scene. He must delve deeply and broadly in the value systems of his day, his program, and his society. He must provide continuity and historical perspective to his programs. He can no longer retreat with safety into an entirely work-centered world in which he is concerned with only those issues directly pertinent to a few words in a statute. That would be a most sterile and unrewarding attempt to turn back the clock.

The Federal career executive should be just as much a representative of the people as a legislator. Sometimes we forget that imperative. His new role must encompass a management philosophy which makes it clear that neither he nor his agency can be accused (to paraphrase a concern of Robert Hutchins) of being a center of power which is remote from the people, and with which the people are largely helpless in dealing *on their own terms.*

For example, the development of a cooperative program which has as its objectives the creation of employment opportunities in the poverty-stricken area of a great city will involve the best efforts of several agencies and none of "here it is, come and take it" philosophy. This kind of activity, interdepartmental in nature and funded from several appropriations, cannot be a rigidly conceived, rigidly administered, and purely Federal undertaking. It requires an entirely different analysis and response from Federal administrators to people and their problems than Federal oversight of a public welfare program. Of equal importance, it requires a nonfederally dictated kind of collaboration with States and cities as political entities, and with many kinds of nongovernmental enterprises.

Still another aspect of the role of the Federal administrator is undergoing rapid evolutionary developments. They are not going to change the nature of the public service. Nor will they produce administrators who will be unrecognizable in today's terms, and who will be required to unlearn all the lessons of past education and experience. Their role still will be to get work done, decisions made, and policies carried into effect through the management and leadership of people, ideas, and resources. But the Federal administrator will have better tools and they will give him a clearer picture of his functions, his options, and the interrelationships of his duties with peers in other agencies and in other programs.

A full listing of the catalog of these new tools would serve no useful purpose, but passing reference to a few

of them seems warranted. For example, Federal managers in the years ahead must know *how to use* the technology of automatic data processing. No one now discharging administrative responsibility can possibly doubt the potential of computer technology for situation analysis, storage and retrieval of policy and program information, and the operational relationships between facts and problems.

Just as most administrators now have only a small peephole into the potential of the computer, so they have paid little attention to the rapidly growing contributions of the behavioral sciences in meeting the needs of administration. Until very recently the Federal career executive (and most of his political superiors) has been more than a little afraid of tasting the fruits of the behavioral sciences. Most Federal managers have tended to be afraid of psychology because the administrative mind long ago decided that it must be the foe of empiricism and pragmatism. Research and application have proved this to be a faulty fear. The proper use of psychological investigation of the forces within individuals in specific work situations will increase better understanding of the way to get optimum performance. It will show the way to balance between leadership and authority on one side of the equation, and morale and creativity on the other side.

Similarly, sociology has developed new concepts and definitions which, I am convinced, must be adopted to sharpen the skills of the administrator. Almost 4 years ago, at a joint conference of Federal personnel and training officers, several discussion sessions gave close attention to developments in Chester Barnard's concept of organizations as social systems. The participants came away convinced that within the social system of any large organization (including the Federal Government) there exist definite and successive linkages between individual psychology, group behavior, organization functioning, and the larger body politic. For the first time in a Federal career which approaches 35 years, I found willingness to believe that the Federal administrator needed to be aware of at least 7 interlocking structures which exist in any social system. Each of them, as defined by Dr. Gordon Lippitt, was accepted as a reality which affects the way the career executive must play his role:

(1) Authority structure—where decisions are made.

(2) Communications structure—who talks to whom.

(3) Friendship structure—who relates informally to whom.

(4) Power structure—who influences whom.

(5) Work structure—who gets what work and why.

(6) Space structure—focus or area in which operations take place.

(7) Value structure—what the specific social system is committed to.

Still another of the social sciences, economics, has added broad, new vistas for managerial analysis and competence. One example may be found in the field of the so-called planning, programming, and budgeting system. It is popular, of course, to joke about PPBS and depersonalization of decisions gained by cost-benefits analyses, but the fact remains that Federal managers have an absolute obligation to collect and use systematic information on what the central government is trying to accomplish; what the best ways of accomplishing these objectives are *in the light of all available options;* and last, but not least, how Federal programs are faring when one is compared with another.

Finally, the new focus of intergovernmental relationships means that the Federal administrator must add to his role participation in training and developing State and local personnel. And he must do this to an extent never before undertaken or even suggested. The President's recommendations for legislation in the intergovernmental manpower field make it clear that the Federal career service cannot avoid this role, and that it must also (1) foster mobility between Federal and State and local public service which will benefit all levels of government; (2) take part in manpower planning for total needs at all levels of government; and (3) redesign a good deal of managerial training so that it fits State and local needs as well as Federal needs.

The Federal manager must be determined to improve the performance level of State and local governments. There is no better evidence of this than the dollar facts about the growth of grant-in-aid programs. In the years since 1955, Federal aid expenditures have increased from $3.3 billion to almost $17.5 billion (in fiscal year 1968), and from 10 to 18 percent of State and local revenues. In the last 3 years the number of major assistance program authorizations has risen from 239 to 399, and still more are now awaiting action by the Congress. These authorizations represent more than 160 major programs.

While the grant-in-aid system has not broken down, there is agreement that Federal assistance is being provided through too many narrow categorical grant and loan programs. Every Federal administrator must begin to work hard at the massive job of simplifying the complexity and fragmentation of this major area of Federal expenditure. No small part of this effort must be expended in improving the Federal field structure and in a new and imaginative consideration of the limitations which now exist in State and local governments because of outworn laws, ponderous structure, constitutional limitations, and too many units (over 90,000) of jurisdiction.

In short, it is now a role responsibility of the Federal career administrator to take a hard look at our Federal system and see where and why it is failing to meet the challenges of the sixties and of the decades to come. He cannot expect either the Congress or a few hundred political officers of the executive branch to perform this task unaided by his expertise, his dedication, and his determination to help build a new Federal system. The new role will not be easy and comfortable, but it will be rewarding.

The FEDERAL WOMAN'S AWARD

by Commissioner Robert E. Hampton
U.S. Civil Service Commission

IT IS THE CUSTOM of the *Civil Service Journal* to give due recognition annually to the winners of the principal nationwide awards for distinguished Government service, including the Federal Woman's Award. For 7 years this recognition has taken the form of pictures of the winners and brief reports of their outstanding achievements. In this eighth year of the Federal Woman's Award program, however, I feel that it is time to add to the introduction of the year's winners a slightly broader look at the program as a whole. As vice chairman of the Board of Trustees of the Federal Woman's Award since 1961, I have seen the program grow from an interesting experiment to a significant force in the development of equal opportunity for women in the Federal service. It has been a most gratifying experience.

When Barbara Bates Gunderson, my predecessor on the Civil Service Commission, launched the Federal Woman's Award program in 1960, everyone applauded her objectives but not everyone shared her confidence. Since the Award's purpose was to honor outstanding professional, technical, and administrative women in Government, a most frequently expressed doubt was that such a program could become established as a permanent and continuing thing. The prediction was that a couple

of years would be enough to skim the cream of the Government's professional career women off the top, and that the program would survive thereafter as a sort of secretary-of-the-year award, if it survived at all.

I take second place to no one in my appreciation and admiration of the indispensable Government secretary, without whom the wheels would surely cease to turn. But it is as fanciful for the public to assume that all women in Government are secretaries as to assume that all men in Government carry their lunch in their briefcases. The Civil Service Commission has worked hard for many years to overcome the old stereotypes and false notions about women's work in Government, not merely because such ideas were unfair to many women, but because they effectively turned away talented and ambitious young women in many fields from even considering the Government as a career possibility. And we need them.

Eight years' experience has been more than enough to justify Mrs. Gunderson's highest hopes and confound the doubters. The 1968 Federal Woman's Awards bring the total of recipients to 49, and to me the most significant single characteristic of them is that they represent virtually no "support activities"—these women are personally involved in specific and important Government programs. Moreover, a great many of them are responsible for planning or directing those programs.

In my position on the Board of Trustees I have a broader base for judgment than the records of just the 49 winners. We have received close to 600 nominations from the departments and agencies over this 8-year period, and most of them show the same kind of involvement in substantive Federal operations. There has not been the slightest decline in the quality of the nominations, and the number this year was the largest we have had.

The growing effectiveness of the Federal Woman's Award program in changing the public image of the career woman in Government is reflected in a number of ways. As I sit in each year on the news conference at which the new award winners are presented to the press, I am impressed by the change in the kinds of questions asked by the reporters. For the first few years the questions dealt at length with the handicaps of discrimination, reflecting a general attitude that these women must have struggled against great odds to achieve positions of importance in a hostile world of men. The interest has now shifted almost completely to the positive role of women in Government, and to the widely varied and immensely interesting parts they are playing in on-going programs of political, social, economic, and scientific importance.

There could be no more dramatic proof of the scope of opportunity for women in the Federal career service than the diversity of fields in which the award winners have excelled. Among them are medicine, law, economics, mathematics, statistics, commerce, diplomacy, education, and many areas of administration; physics, chemistry, astronomy, geology, aeronautics, and engineering; social service, history, psychology, biology, and aviation. (And that's not all.) Further proof of opportunity appears in the career patterns: some entered the service as stenographers, typists, or clerks, as low as grade 2, and advanced to high-level positions; some came in fresh out of college; some came from backgrounds of professional experience with an impressive collection of advanced degrees. The recipients have ranged in age from their early thirties to their late sixties; in length of service, from 4 years to 34 years; in grade, from GS–13 to GS–17; and in location, from Florida to Alaska to foreign posts in Central and South America, Europe, Asia, Africa, and New Zealand.

The earliest of the "fringe benefits" of this program—one that was accurately predicted by Commissioner Gun-

Dr. Woodside (above, left), who originated an anti-smoking campaign, points out the noxious accumulations in the "lungs" of "Smoking Sam," a mechanical youth who realistically smokes a cigarette. Dr. Gibby (above, right) oversees one phase of the vocational counseling process preparing seriously disabled veterans for gainful employment.

derson—was the focusing of *agency* attention on some remarkable women who were being taken for granted. In answer to a question on the 1960 nomination form about agency awards given to the nominee, one top executive wrote: "None—but this is an oversight that will be immediately remedied!"

One particularly pleasant evidence of the program's value appears each year in the reactions of the judges. The final selections for the award are made by a panel of judges made up of five people who are prominent in public life but outside the Federal Government—a different panel each year. Without exception, these busy men and women have reported finding their task both more difficult and more enjoyable than they had anticipated, and most have expressed astonishment at the scope and quality of work revealed by the nominations. "This experience," one judge said, "has completely changed my attitude about women in Government—and I am spreading the word wherever I can."

I think there is no doubt that the Federal Woman's Award has contributed significantly to the general program for improvement of the status of women in the Federal service. While the percentage of women remains about the same (one-fourth of total employment, one-third of white-collar jobs), the grade distribution is slowly changing. The percentage of jobs in grades GS–12 and above held by women rose from 3 percent in 1960 to 4 percent in 1966—not a great increase, but a trend in the right direction. Most impressive, of course, is the fact that there are now well over 100 women in grades GS–16, 17, and 18 and equivalent levels outside the General Schedule (foreign service, excepted, etc.), as compared with 18 in 1960.

At least 16 of the 42 Federal Woman's Award winners through 1967—and one of the 1968 winners!—have been promoted since receiving the award. Two have been given Presidential appointments: One as a member of a regulatory commission, and one as an ambassador. A former winner directs the Civil Service Commission's Federal Women's Program, and several are connected with State and local Commissions on the Status of Women.

A totally unique feature of this program among the several award programs for Federal employees is the fact that the award winners have maintained from the beginning a continuous association. They have felt a personal responsibility for advancing the objectives of the program, particularly with respect to improving opportunities for women in the Federal service and influencing young women to seek Government careers. Their individual efforts in this area were crystallized in 1966 when President Johnson, greeting that year's winners at the White House, announced that he was establishing a new study group on careers for women, made up of all recipients of the Federal Woman's Award since its beginning.

"I want them to tell us which career fields appear to offer the greatest promise for women," the President said. "I want them to tell us what our colleges and universities can do to help young women to prepare and to train for these fields. I want them to tell us what we can do to change the attitudes of employers toward hiring women. I want them to seek new ways of making Government service attractive to women who have demonstrated ability."

Acting upon this new charter, the informal group quickly organized itself formally, elected officers, appointed committees, and drew up a program. Its first official report to the President, in the spring of 1967, led to the issuance of a new Executive order, amending a previous order which prohibited discrimination in Federal employment on certain grounds and gave employees

Dr. Stickel is shown at work on the paper she is preparing on the results of her recent experiments to determine pesticide residue levels in birds. (Laurel, Md., *News Leader* photo)

the right to appeal alleged agency violations to the Civil Service Commission. The amending order added "sex" to the prohibited grounds of "race, color, religion, and national origin," thus significantly reinforcing the general equal-opportunity requirement. Other recommendations of the Federal Woman's Award Study Group on Careers for Women include improved compilation of data for full appraisal of the position of women in Government, more realistic examination and qualification requirements, and employment of women for part-time work. Last year the group's committee on women in medicine, with the co-sponsorship of the Women's Bureau of the Department of Labor and the American Society of Women Medical Officers, organized a successful nationwide conference on meeting medical manpower needs.

This year the group has been joined by seven new members, instead of the usual six. The explanation of this departure requires a little explanation of the selection process. Each year, agency heads submit nominations to the Board of Trustees of the Federal Woman's Award,

which is an independent body having no official connection with the Government. After initial screening, nomination files are sent to the five people who are currently serving as judges, and each of them selects six nominees. They do this individually, without communication among themselves. In view of the fact that all the nominations are of high quality, and that each year the judges tell us how hard it was to eliminate any of them, the number of unanimous or near-unanimous votes we have received is really remarkable. When the votes came in this year, however, we found that not only had six nominees received an identical number, but a seventh had received one more than the rest! After a certain amount of soul-searching, the Board concluded that the only equitable solution was to present seven awards—and so we did. Incidentally, this in itself is a rather impressive answer to the pessimists who were so sure that the agencies would soon run out of qualified women to nominate.

Just how qualified they are is evident, as usual, from the records of their achievements.

Ruth Rogan Benerito, Ph. D., is a research chemist and investigations leader in the Southern Utilization Research and Development Division of the Department of Agriculture. She has been associated with the New Orleans division for 15 years, her best known work being in the development of wash-and-wear and soil-repellant cottons, for which she has 3 patents granted and 11 pending. The wife of a New Orleans automobile dealer, she has published over 50 professional papers, serves as consultant to research groups and textile manufacturers, and lectures in biochemistry at the Tulane University Medical School. Dr. Benerito was cited for "her exceptional achievements in basic scientific research and the immense public benefit that has resulted therefrom," and also for her excellence as a team leader of research projects. She regards as most important in her career the opportunity she has had to do the work she likes best, with congenial people in a happy environment.

Mabel Kunce Gibby, Ed. D., is clinical psychologist and coordinator of counseling psychology at the Veterans Administration Hospital in Coral Gables, Fla. In her 12 years on the staff of the Coral Gables Hospital, Dr. Gibby has created in the Greater Miami area a coordinated community-wide program for the handicapped focused on the importance of useful paid employment as rehabilitation therapy. She has developed special hospital programs to prepare seriously disabled patients for employment, and programs to train rehabilitation workers in counseling. The wife of a pediatrician and mother of seven children, she is active in church and community life and in national, State, and local professional associations. She was cited for "her remarkable creativity and leadership, ceaseless dedication, and unique success in restoring handicapped persons to meaningful and productive lives." Accepting the award, she paid special tribute to "our disabled clients whose faith in themselves, persistent efforts, and progress make our work so satisfying."

Dr. Benerito (top photo, above) uses a Gas-Liquid Chromatograph to analyze the degree of chemical change that has taken place in a sample of cotton fabric treated with long chain fatty acids. Miss James (directly above) explains a graphic comparison of percentage changes in selected economic indicators.

Frances M. James is chief statistician for the Council of Economic Advisers in the Executive Office of the President. She began her Federal career in 1934 with the General Accounting Office at grade 2, and advanced to the grade 16 level through positions in the Department of Labor, the Bureau of the Budget, and the Council of Economic Advisers, which she joined when it was created in 1946. She provides the statistical basis and verification for all economic studies and publications of the Council, and also for Presidential messages and addresses. She is exclusively responsible for preparing the monthly *Economic Indicators* and the Statistical Appendix of the Council's Annual Report, both of which are widely used by Government and business economists. Miss James was cited for "her outstanding competence

Mrs. Martin (at left) holds a planning conference with her staff at the HEW Office of Civil Rights. Miss Thompson (below) surveys North Pacific air traffic with another crew chief at the Anchorage Air Route Traffic Center.

and contributions as an economic statistician, and her extraordinary loyalty and devotion to duty," and for maintaining the highest standards of accuracy and integrity through long hours under great pressure. She doesn't mind the pressure and finds it "exciting to work on tomorrow's headlines."

Ruby Grant Martin was director of the Operations Division of the Office for Civil Rights in the Department of Health, Education, and Welfare when she received the award. She recently was appointed to head the Office for Civil Rights. The youngest woman ever to receive the Federal Woman's Award, 34-year-old Mrs. Martin has had 8 years of Federal service—5 as attorney with the Civil Rights Commission and 3 as top policy adviser on civil rights in the Department of Health, Education, and Welfare. She has administered the program of enforcement of the desegregation requirements of the Civil Rights Act of 1964 for all activities funded by the Department, directing a staff of over 200. She has also served as negotiator in the more difficult and sensitive school desegregation cases. She is married to a dentist and has a 5-year-old son. Mrs. Martin was cited for "her courageous and effective administration of the civil rights compliance program and her exceptional contribution to racial justice in the field of education," and for her "impressive results in securing compliance by school officials with a minimum of hostility and conflict." She regards her award as "a testimony to the struggle for human rights that many, many people have waged."

Lucille Farrier Stickel, Ph. D., is a wildlife research biologist at the Interior Department's Patuxent Wildlife Research Center at Laurel, Md. Dr. Stickel has had 18 years' experience at the Patuxent Center. Since 1956 she has been engaged in the new and growing field of pesticide research, in which she has developed new methods for determining pesticide residue levels in wildlife species and the transmission of residues to and through the food chain. She serves as Assistant to the Director of the Center in planning and guiding the pesticide research program, and participates in national conferences. She has

published many research papers and articles, and shares her interests with her husband who is also a research biologist at the Patuxent Center. Dr. Stickel was cited for "her pioneering research and her original techniques and applications in evaluating the significance of pesticide pollution in the environment." Her sincerest hope is that the areas where wildlife can survive "will remain for future generations to enjoy."

Rogene L. Thompson is Supervisory Air Traffic Control Specialist and Crew Leader at the Anchorage, Alaska, Air Traffic Control Center, Federal Aviation Administration, Department of Transportation. She began her 24-year career in the Civil Aeronautics Administration (later the FAA) as a young girl during World War II, and literally grew up with air traffic control. In Anchorage

Mrs. Louchheim presides at the awards ceremony.

since 1948, she has carried out many special projects in addition to her regular duties. The most recent of these was a complex new air route plan for the entire North Pacific area, which was urgently needed to cope with the enormous increase in air traffic to and from the Orient. Miss Thompson has received 10 special commendations or awards in the last 8 years, one for a classified SAC mission. She was cited for "her extraordinary abilities and unique accomplishments in analyzing and solving complex problems of air traffic control," and for "her invaluable contribution to the safety and efficiency of air travel in the vast air space of the North Pacific." Working with air traffic control in "the flyingest State in the Union," she says, gives her a special awareness of participating in the development of Alaska's bright economic future.

Nina Bencich Woodside, M.D., M.P.H., is Chief of the Bureau of Chronic Disease Control in the District of Columbia Department of Public Health. Dr. Woodside established and organized the Bureau of Chronic Disease Control when she joined the District of Columbia Government 4 years ago, and has initiated many new services in adult health, geriatrics, and home care, including services to elderly residents of public housing. She has also expanded programs for control of tuberculosis, heart disease, venereal disease, cancer, and stroke, and has developed staff career advancement programs. The second youngest recipient of the Federal Woman's Award, she is the wife of a dentist and the mother of four children, and is active in community work with other health organizations and social agencies. She was cited for "her superior leadership, initiative, and professional and administrative excellence in developing and directing a new range of public health services in the District of Columbia." Dr. Woodside declares that "being a woman in Government, especially in public health, has only advantages," plus many interesting experiences.

No survey of the Federal Woman's Award program, however brief, could end without acknowledgement of some of the forces that have combined to make the program a success. First, of course, is the vision and determination of Commissioner Gunderson, who not only saw the need for bringing the Government's career women out of the obscurity in which most of them were concealed, but also had the ability and drive to turn an idea into a reality. Second is the unflagging interest of Mrs. Katie Louchheim, Deputy Assistant Secretary of State for Educational and Cultural Affairs, who succeeded Mrs. Gunderson as chairman of the Board of Trustees when the latter's term as a Civil Service Commissioner expired just after the first awards were given. Mrs. Louchheim's leadership and enthusiasm give continuing vitality to the program.

Third is the remarkable generosity of Woodward and Lothrop, Inc., the Washington department store, which from the beginning has sponsored the award program purely as a public service. The area's largest private employer of women, Woodward and Lothrop contributes not only its liberal financial support, but also the personal interest of its president, Andrew Parker, and the unique managerial and artistic talents of its dynamic vice president for public relations, Mrs. Julia M. Lee, who directs the annual awards banquet. Trustees and award winners were all delighted when in 1967 the "Top Hat Award" of the Federation of Business and Professional Women's Clubs was presented to Woodward and Lothrop in recognition of its support of the Federal Woman's Award program.

And finally, there are the special qualities of the "Federal Women" themselves. Whatever kind of ready-made picture of the typical Government career woman you may have, I can assure you it is wrong. There is no "type." There is as much variation in their personalities and their private lives as there is in the career characteristics I have already described. Some are single, some are married, some are widows; some have small children and some have grandchildren; some live in downtown apartments, some in suburban houses, and some, even, on farms. Off the job they are engaged in all manner of domestic, artistic, cultural, recreational, community, and social service activities. They are alike only in the excellence of their contributions to the Federal service and in the personal qualities they all possess: vitality, vision, enthusiasm, belief in themselves and their mission, and satisfaction in their careers of service to their fellow citizens. To me it is a privilege and a great pleasure to know them.

TRAINING DIGEST

In January 1968, the Civil Service Commission formally announced the establishment of a Regional Training Center in each of its ten regions. This new organization is designed to:

- provide training opportunities on a nationwide basis,
- provide agency establishments (regardless of location) with a standard training curriculum designed to supplement and support in-house programs,
- increase consultation and guidance resources in the regional offices.

This increased effort to improve employee training evolved from the cadre organization established in early 1962 when the Commission extended interagency training to field activities by assigning an Employee Development Officer to each regional office.

This single "trainer" was given responsibility for the promotion, development, presentation, and coordination of interagency training throughout his regional area. In addition, he served as consultant and advisor to agency field establishments in need of training assistance. Needless to say, these "pioneers" were busy people. They managed, however, to develop and present 21 sessions of 10 different courses during FY 1962, attended by 1,525 agency employees.

During FY 1968, the 10 Regional Training Centers, which now employ 100 specialists, programmed 1,183 sessions of some 75 courses and, should trends of previous years continue, approximately 40,000 employees will be trained in these courses this year.

This growth has not occurred by chance. Through the years between 1962 and 1968, a comprehensive curriculum has evolved that provides thorough coverage of technical and general management subjects. In January 1968, each Regional Training Center was given responsibility for providing a curriculum in (1) personnel management, (2) general management, and (3) communications and office skills. Seven centers were given interregional jurisdictions and responsibilities—3 for ADP training, 3 for financial management and PPBS training, and 1 for both of these areas. The map shows interregional assignments. Jurisdictions are arranged so that substantial employee populations with interest in the subject-matter area exist in each. This was done in order to provide a target audience that would support the acquisition of expert training specialists needed to provide in-depth instruction in the subject-matter areas.

The standard curriculum consists of 44 courses covering introductory through advanced level instruction in each of the 5 subject-matter areas. In addition, each Regional Center develops additional courses to meet unique or localized training needs. Through this coordinated effort, agencies will be able to plan for needed training on a nationwide basis.

—Joseph R. Martin

A discussion of the "Study of Minority Group Employment in the Federal Government—1967"

"Encouraged but

"I AM ENCOURAGED but not satisfied."

That was the response of Chairman John W. Macy, Jr., during a recent news conference at which the "Study of Minority Group Employment in the Federal Government—1967," was released.

The phrase capsulizes the U.S. Civil Service Commission's appraisal of progress reflected by the statistical study of minority group employment as of November 30, 1967, and the results obtained from efforts over the past 2 years to assure equal opportunity for employment and advancement in the Federal service.

When the Commission was first given responsibility for the new results-oriented program, Chairman Macy outlined a five-point plan that included:

- A renewed attack on prejudice itself
- A thorough examination of the entire employment system to assure that there are no artificial barriers to entry and advancement of qualified minority group members
- A new emphasis on training and upgrading of skills of minority members
- Increased participation of Federal officials in community activities affecting employability and
- New approaches to administration of the program.

We have made progress in each of these areas. The 1967 study shows that, of the 2.6 million full-time employees surveyed on November 30, 1967, some 496,672 or 18.9 percent are Negroes, Spanish Americans, American Indians, and Orientals. This figure represents an increase of 74,098 since June 1966 for these minority groups.

Spanish Americans on the rolls as of November 30, 1967, numbered 68,945, an increase of over 9,000 since the 1966 survey. Orientals held 20,416 Federal jobs in November 1967, up from 16,563 in June 1966.

The study shows continuing increases in the number and percentages of Negroes holding positions in the middle and upper salary ranges. For example, Negroes in the positions under the Classification Act at grades GS–9 through GS–18 totaled 17,286 in 1967, an increase of 45 percent over the 11,940 in 1965.

The number of Negroes in the upper grades (GS–12 to 18) has been most often under criticism by observers who feel that too few minority group employees are in those grades. The study shows a significant increase in these grades from 3,263 in 1966 to 4,655 in 1967, a gain of 1,392.

The table on page 31 shows steady progress at these levels. The greatest increases were registered in 1966–1967. It should be noted, however, that continuing increases in grades through GS–15 mean that more and more minorities are "knocking on the door" of the most prestigious grades in the Federal Government. It should also be noted that grades GS–16 through 18 represent less than .4 percent of all Federal jobs—with GS–16 comprising .2 percent; grade GS–17 .1 percent; and GS–18 less than $\frac{1}{10}$ of 1 percent. In evaluating minority representation in those grades, these factors should be weighed along with the fact that prior to 1961 there was no affirma-

by Anthony M. Rachal, Jr., Special Assistant to the Chairman U.S. Civil Service Commission

not satisfied . . . "

tive program and little representation of minorities at the highest levels.

Behind the bare statistics is an equally impressive story of achievement. The Commission's leadership role in administration and enforcement of the equal employment opportunity program has stimulated progress in many ways.

For example, all departments and agencies have been required to develop a plan of action for equal employment opportunity based on periodic reviews to identify remaining problems and designed to achieve measurable results. These plans must set realistic objectives and include target dates for their accomplishment.

The Commission has made a probing study of all aspects of the Federal personnel system to assure that it contains no built-in barriers to equal opportunity. Consider just a few results of that review—

- Some written tests have been eliminated as a mandatory requirement and replaced by alternative evaluation methods such as the job-element examining technique. This method involves (*a*) identifying those elements (knowledges, abilities, and skills) critical to successful performance on the job, and (*b*) using these elements as a basis for rating applicants' knowledges, abilities, and skills regardless of how these were acquired or how long it took to acquire them.
- The Commission has emphasized job redesign as a means of getting the manpower it needs to carry out its mission. This has resulted in expanding opportunities for the disadvantaged. It has issued instructions to agencies outlining procedures which should be followed to increase the number of entry level jobs. This program, known as Operation MUST (Maximum Utilization of Skills and Training), is aimed at creating more jobs for the less skilled through the application of job redesign principles. The program calls for agencies to scrutinize their jobs to find ways to make greater use of technician, aid, helper, and similar support positions.
- The recruitment system has been improved to assure that information about employment opportunities is being disseminated to all segments of the population. Newspapers which are directed primarily to minority groups and radio stations which broadcast in the native language of certain nationality groups are frequently used outlets for disseminating Federal job information. Reaching out into the target areas is also accomplished by channeling information through community action agencies, school counselors, Employment Service offices, churches, and other organizations which have gained the acceptance and confidence of the people.

Many departments and agencies throughout the Federal Government have demonstrated imagination and initiative in developing meaningful and comprehensive equal employment opportunity programs.

For example, Internal Revenue Service and Social Security Administration have used selective certification for bilingual skills to fill public contact jobs in

communities with high concentrations of Spanish-speaking persons in the Southwest and West.

An even more exciting move has been made recently by the Bureau of Federal Credit Unions, Social Security Administration. During 1966 and 1967, the Bureau of Federal Credit Unions conducted a consumer education program called Project Moneywise under an interagency agreement with the Office of Economic Opportunity. The program demonstrated a vital need for a source of low interest credit for the poor who cannot obtain loans through conventional channels or who may be victimized by unscrupulous lending sources.

To meet this need, the Bureau of Federal Credit Unions is establishing Federal credit unions in low income areas. Previous experience in setting up such credit unions has shown that local action group leaders are most effective in gaining the confidence and cooperation of ghetto dwellers. To reach persons with the personal qualities needed for acceptance by the poor, the Bureau of Federal Credit Unions has re-engineered the position of Federal Credit Union Specialist, creating the position of Federal Credit Union Specialist (Limited Income). Candidates for the new position must have responsible experience, paid or voluntary, with social service organizations, State or local civic organizations, or community action groups concerned with health, social welfare, finance, employment, education, or similar services. This experience must have demonstrated leadership ability and the ability to communicate with limited income groups. Persons so qualified will be given intensive formal training designed to evaluate their potential for the credit union jobs and to provide program orientation and skills instruction.

Recruitment will be primarily, if not exclusively, from two sources: Noncompetitive transfer or promotion of qualified employees in the Federal service and selective certification from the Junior Federal Assistant register. There are many able employees now working at grades GS–3 and GS–4 in Social Security, Internal Revenue Service, and other Federal agencies who cannot expect to advance much farther in their present positions. Among this group are respected members of low income neighborhoods who may meet the requirements of the Federal Credit Union Specialist position. Along with this noncompetitive recruiting, the Bureau of Federal Credit Unions hopes to attract applications from local leaders in the target areas. The Commission is particularly interested in the results of this recruiting program, because the project affords a signal opportunity to determine the feasibility of this hiring approach for other jobs presenting similar recruitment problems.

These are examples of many such innovations which are underway in agencies and installations throughout the country.

From my vantage point, it is clear that the Federal service has come a great distance toward the goal of making Government a showcase of equal opportunity.

But we cannot afford to rest on past performance. We still have far to travel. While progress resulting from basic changes assures continuing progress, more must be done if we are to achieve adequate representation of minority group citizens in all grades and occupational series in the Federal Government.

It is well recognized that mounting unrest—especially among Negro and Spanish American groups—has resulted in part from insufficient representation and acceptance into the social and economic mainstream of our society. To advance the policy of Government responsiveness to social needs in this era of social change, it is imperative that all public contact positions be representative of the citizenry to clearly demonstrate that equal opportunity and treatment are real. There is no better way to manifest the Government's sincerity and commitment to the spirit of Executive Order 11246. In some programs, especially those with mission responsibility in the social and economic areas, visible minority group representation may be the most effective way of promoting and gaining acceptance of the programs in the various communities.

Because of the progress that we have made, it is becoming increasingly apparent that overall numbers and percentages of minority citizens become of less concern than the number and percentages of minority group members in upper grades and in occupational series and job categories which are now void of or have little representation of minority citizens or women.

Also under our Plans of Action concept, the emphasis on particular minority groups shifts as we move west. In the South and East, the predominant minority is Negro. Hence, the emphasis is on that group. In New York City, agency programs must also include activities to promote, enhance, and assure opportunities for Puerto Ricans. As we move to the Southwest, the emphasis shifts to the Spanish surnamed American, but not to the exclusion of the Negro. American Indians must be included in all areas where they reside though the concentration may vary as they extend from the Carolinas to Oklahoma to California. On the West Coast, the equal employ-

NEGRO EMPLOYMENT

General Schedule or Similar by Grades, World-Wide Summary

General Schedule or Similar	1967			1966			1965		
	Total employees	Negro		Identified employees	Negro		Total employees	Negro	
		Number	%		Number	%		Number	%
12	108,974	2,542	2.3	90,133	1,893	2.1	91,843	1,651	1.8
13	79,540	1,351	1.7	64,884	873	1.3	65,725	764	1.2
14	38,302	482	1.3	32,233	303	.9	33,309	243	.7
15	22,195	214	1.0	18,103	134	.7	18,174	109	.6
16	3,708	42	1.1	3,202	35	1.1	3,236	31	1.0
17	1,299	20	1.5	1,068	16	1.5	1,096	12	1.1
18	485	4	.8	459	9	2.0	446	5	1.1

ment opportunity program must include Oriental Americans in addition to Negroes, Spanish Americans, and American Indians.

We must give assurance to all minorities of equal opportunity for employment and for advancement within the Federal service. We must also show that we will help to prepare them for in-service competition.

We must also achieve much better balance of minority employment at all levels in Washington and nationwide. This will serve to insure that able minority employees in the West and Southwest, for example, can compete for jobs in Washington and elsewhere. And there is a need to provide for reverse mobility in order to get Negroes and other minority group representation in key jobs in the field.

As I view the program with a national perspective, I see Washington-to-field movement as the most effective method of increasing minority group representation at field establishments in some geographical areas. A study of the upward mobility of other groups in the service shows field-to-Washington and Washington-to-field geographical movement as a primary vehicle for upward movement in the grade structure. This has been a special problem in the advancement of Negroes because of the lack of suitable accommodations in many areas. Our inclusion of community involvement in the five-point program outlined by Chairman Macy recognizes unequal opportunity for housing and education as a primary problem affecting employment of minority members. It was deliberately instituted to call attention to these critical problems in assuring equality of job opportunity. It illustrates why managers must be concerned with all aspects of personnel administration as well as with conditions in the community.

The Commission has taken a leadership role in the Washington, D.C., area in public support of the principle of open occupancy and fair housing. Chairman Macy has made the Federal Government's commitment to this principle known to the leadership in suburban areas surrounding Washington, and I have had the privilege of representing him in presenting testimony at open housing hearings in support of the Commission's unequivocal position in this matter. Similar actions need to be taken by managers in Federal centers of employment throughout the Nation.

In summary, the Government's equal employment opportunity program has reached a higher plateau, but the higher ground of full success is still on the horizon. We can take satisfaction in what has been achieved, but we must critically analyze our programs, practices, and progress to identify areas on which to concentrate in the months ahead. We must continue to exert a maximum effort for as long as necessary to eliminate the last vestiges of discrimination in the Federal Government and to develop and achieve a work force which clearly demonstrates that in every agency, in every job category, and at every employment level, true equal employment opportunity exists for all citizens. Only then can we say the job is done.

RECRUITERS ROUNDUP

COLLEGE RECRUITMENT FINDINGS

Federal recruiters had a boom year on college campuses in 1967, according to initial results of a Government-wide review of college relations and recruitment being conducted by the Civil Service Commission.

More and better qualified collegians competed for Federal jobs, and more were rated eligible.

However, the study also reveals uncoordinated and sometimes confusing *methods* of college recruitment by Federal agencies that should pose hard questions for all of them.

Of the 28,027 entry-level (beginning) jobs for college graduates for which agencies recruited on campuses, 24,050, or about 86 percent, were filled. This compared very favorably with the general experience of private industry.

Data on the 1967 Federal Service Entrance Examination show a continuing increase in number of eligibles—and more significant, that more college seniors and graduate students competed:

- Eligibles totaled 64,697 in the 1967 FSEE, compared to 62,421 in 1966.
- 40,507 current seniors and graduate students competed in the 1967 FSEE, compared to 36,652 in 1966.
- 24,119 of the seniors and graduate students, or 59 percent, were rated eligible in the 1967 FSEE, as compared to 20,534, or 56 percent, in 1966.

More eligibles are also recorded in the review of the Management Intern Examination: 1,353 eligibles and 577 appointments in 1967, compared to 1,005 eligibles and 506 appointments in 1966.

Of the 39 Federal agencies submitting reports to the Commission, three-quarters reported that the qualifications of their 1967 college hires were "better," or compared favorably with those hired in previous years.

A sampling of 1967 college hires who competed in the FSEE shows 43.5 percent ranked in the top quarter of their class. A large sampling of entrance-level engineers, mathematicians, and scientists hired in 1967 indicates that 54 percent were "quality graduates"—an increase of almost 13 percent over quality graduate hires the previous year.

In the midst of these encouraging trends, however, are findings that question the effectiveness of some Federal recruiting practices.

More than 40 percent of the college representatives surveyed said they thought some form of coordination of Federal recruiting activities is needed.

For example, as many as 60–70 Federal recruiters may visit the larger campuses in the same year. Many are from the same department or agency; seek the same college majors, but are informed only on the specific jobs available at their own installations. The need for improvement in this areas is obvious.

A related problem is the number and variety of recruiting brochures issued by Federal agencies. Over 300 different ones were submitted to the Commission by agencies in connection with the current college recruitment study. The total in existence probably exceeds 400.

If a student requests brochures on engineering, he may have to wade through more than 50 different pamphlets ranging from a few sheets to 50–60 pages. As many as 20 individual brochures on science and engineering career opportunities are published by the individual organizational units of just one Federal department!

The Commission is currently conducting studies to improve the organization of Federal recruiting efforts and to determine how the design, content, and distribution of recruiting literature can be better coordinated.

—Jack Simmons
Personnel Staffing Specialist
Office of College Relations
and Recruitment

MRS. "TOP JOE" IN INDIANA

To many Indiana 4H-ers and low-income families, Mrs. Esther Singer has been a "Top Joe" for years. Now she carries the title officially, as the first woman to receive the "Top Joe" award presented by the *Enterprise-Record* newspaper of St. Joseph (Ind.) County.

Until her retirement on April 30, Mrs. Singer had been for 25 years with the Department of Agriculture's Cooperative Extension Service in St. Joseph County, and her list of on-the-job and community contributions is long and impressive:

Some 4,000 Indiana youngsters have become 4H-ers through her encouragement . . . for 7 years she and her staff have helped low income women in a South Bend housing project to become wiser shoppers, and to develop their cooking and sewing skills.

Mrs. "Top Joe" has been Indiana's representative on the Citizens' Advisory Council on the Status of Women—and in 1967 received the Bell award for assisting with mental health programs. She has also found time to counsel college students, and to help in fundraising for scholarships.

U.S. GOVERNMENT PRINTING OFFICE : 1968—O-310-414

Worth Noting (*Continued*)

COMPLAINTS OF DISCRIMINATION will be handled under a new procedure, if changes proposed by the Civil Service Commission are adopted. Under the new proposal, the deputy EEO officer in an agency would be completely removed from the formal complaint process, enabling him to concentrate on counseling employees and seeking informal settlement of complaints. Investigation and hearing of the case, if necessary, would be conducted by officials outside of the agency in which the complaint arose. After study of comments from personnel directors, EEO officers, union officials, and minority group leaders, necessary adjustments will be made in the plan and it will be referred to the Commissioners for consideration.

THE FEDERAL EXECUTIVE INSTITUTE, long-planned center of advanced study for top civil service executives, will be opened next October at Charlottesville by CSC in collaboration with the University of Virginia. Dr. Frank P. Sherwood, director of the School of Public Administration at the University of Southern California, will serve as the institute's director. Jim Beck, who has served as director of the Commission's Executive Seminar Centers at both Kings Point and Berkeley, will be deputy director. The institute will supplement training programs already established for Federal employees, and will be directed at employees GS–16 (or equivalent) and above.

CAREER SERVICE AWARDS for 1968 have been presented to ten outstanding Federal officials by the National Civil Service League. They are: Brent Ashabranner, deputy director, Peace Corps; Dr. Lewis M. Branscomb, chief of laboratory astrophysics, Bureau of Standards; Edward P. Cliff, chief of the Forest Service, Department of Agriculture; Samuel M. Cohn, assistant director, Bureau of the Budget; J. William Doolittle, general counsel, Air Force; James F. Kelly, assistant secretary and comptroller, HEW; Dr. Alexander D. Langmuir, chief epidemiologist, PHS; Ellsworth H. Morse, Jr., director of policy and special studies, GAO; Milton Shaw, director of reactor development, AEC; and Arbon W. Stratton, deputy administrator, Veterans Administration. The Civil Service League has received a new Ford Foundation grant to establish similar awards for city, State, and Federal civil servants across the Nation. The League plans to set up 30 public service recognition programs throughout the country to promote public appreciation of quality in government.

ON JUNE 11, 1968, President Johnson signed Executive orders providing pay increases averaging about 5 percent for more than 2 million Federal civilian employees and over 3 million members of the armed forces. Provisions of the Federal Salary Act of 1967 directed the President to adjust civilian salary rates by amounts equal to one-half of the amounts by which such rates lag behind rates paid for the same levels of work in private enterprise. Effective date: first pay period beginning on or after July 1, 1968. New pay schedules for postal field service employees, enacted into law last December, also become effective in July. The final phase of a three-phase plan, designed to raise Federal salaries to full comparability with private enterprise, is scheduled for July 1969.

—Bacil B. Warren

UNITED STATES
GOVERNMENT PRINTING OFFICE
DIVISION OF PUBLIC DOCUMENTS
WASHINGTON, D.C. 20402

OFFICIAL BUSINESS

PENALTY FOR PRIVATE USE TO AVOID
PAYMENT OF POSTAGE, $300
(GPO)